HASTINGS-SUNRISE PLAN

Hastings-Sunrise Citizens'
Planning Committee

City of Vancouver
Planning Department

Approved by City Council
May 28, 1985

Table of Contents

PAGE

INTRODUCTION .... i - xii

SECTION 1
General Characteristics .... 1 - 8

SECTION 2
Traffic and Transportation .... 9 - 32

SECTION 3
Exhibition Park .... 33 - 44

SECTION 4
Parks and Recreation .... 45 - 72

SECTION 5
Commercial Areas .... 73 - 86

SECTION 6
Lougheed and Boundary Industrial Area .... 87 - 102

SECTION 7
The Waterfront .... 103 - 116

SECTION 8
Housing .... 117 - 128

SECTION 9
Charles-Adanac Neighbourhood .... 129 - 140

SECTION 10
Community Facilities and Social Services .... 141 - 156

SECTION 11
Streets and Utilities .... 157 - 166

SECTION 12
Implementation .... 167 - 168

SECTION 13
Summary .... 169 - 199

APPENDIX 'A'

APPENDIX 'B'

APPENDIX 'C'

APPENDIX 'D'

APPENDIX 'E'

Introduction

In March, 1980, three months after the beginning of the planning program, the Hastings-Sunrise Citizens' Planning Committee (HSCPC) was established. The Committee's terms of reference, adopted by Council, outlines its purpose:

> "(a) To prepare and recommend to City Council a comprehensive plan for the future of the Hastings-Sunrise community including policies, structures, actions and ways and means of implementation;
>
> (b) To make presentations and recommendations from time to time to City Council and to other governments and organizations on matters of concern to residents of the area including: zoning, land use and development permits; social and recreational space, facilities and services; transportation, traffic and parking; the environment; changes in social mix; housing; and other similar issues."

The terms of reference also call on the Planning Committee to be representative of and accountable to the community, to develop a working relationship with the Planning Department staff and to maintain an open membership policy subject to regular attendance by its members.

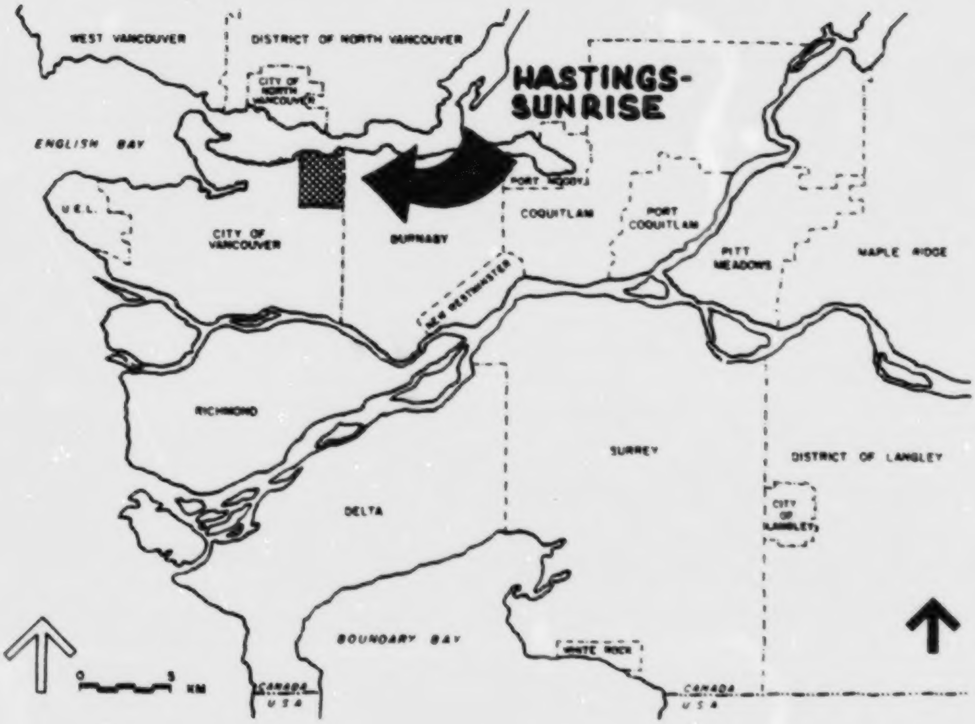
During the first year of the program, when emotions ran high on such issues as the Cassiar freeway, PNE area parking and Exhibition Park planning, regular weekly meetings with up to 100 residents were common and much of the work of the Committee was done at countless sub-committee meetings held on the weeknights. After over five years of meetings, the membership now stands at about 30 people. Throughout this period, the Committee has been directly served by a Planner and a Planning Assistant and from 1980 through 1983, the Planning Department maintained the Hastings-Sunrise Planning Office at 2725 East Hastings Street to provide a high profile to the program. Other Civic staff, particularly from the Engineering Department and the Parks Board, also provided considerable service to the Committee on several issues. The role of staff has been to keep the Committee informed of current planning issues and to provide ongoing advice to the Committee and other members of the community.

The City is indebted to all the people who participated as members of the Hastings-Sunrise Citizens' Planning Committee, some of whom stayed with the Committee since 1980. Although the Committee membership since 1980 is too extensive to list, particular recognition is due to the following residents who contributed extra time and effort in assuming the positions of Chairperson and Vice-Chairperson during the 1980-1985 period of this Local Area Planning Program:

Patricia Coutts, Chairwoman - December 1981 to March 1985
Vice-Chairwoman - March 1981 to November 1981
Peggy Distefano, Vice-Chairwoman - April 1980 to September 1980
Richard Lemire, Chairman - October 1980 to November 1981
Vice-Chairman - December 1981 to June 1982
Ian Mass, Chairman - April 1980 to September 1980
Marion Olivieri, Vice-Chairwoman - July 1982 to March 1985
Shane Simpson, Vice-Chairman - October 1980 to February 1981

1. Location

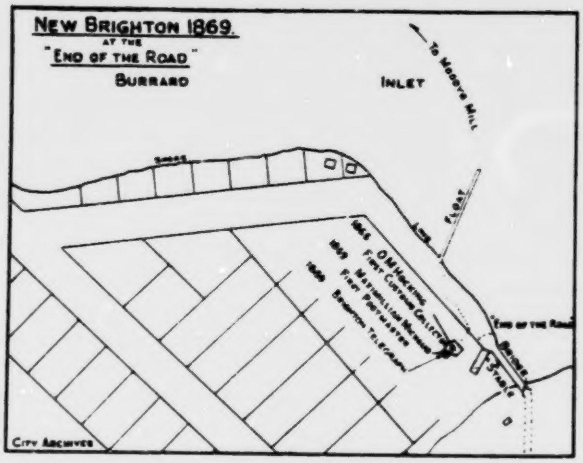
Hastings-Sunrise covers about 10.4 km^2 (4.0 sq. miles) of undulating land located on the Burrard Inlet waterfront at the northeast corner of the city. It is directly accessible to the downtown and is centrally located within the context of Greater Vancouver.


WEST VANCOUVER
DISTRICT OF NORTH VANCOUVER
CITY OF NORTH VANCOUVER
HASTINGS-SUNRISE
ENGLISH BAY
U.E.L.
CITY OF VANCOUVER
BURNABY
PORT MOODY
COQUITLAM
PORT COQUITLAM
PITT MEADOWS
MAPLE RIDGE
NEW WESTMINSTER
RICHMOND
SURREY
DISTRICT OF LANGLEY
CITY OF LANGLEY
DELTA
BOUNDARY BAY
WHITE ROCK
CANADA
U.S.A.
0
5
KM

2. History

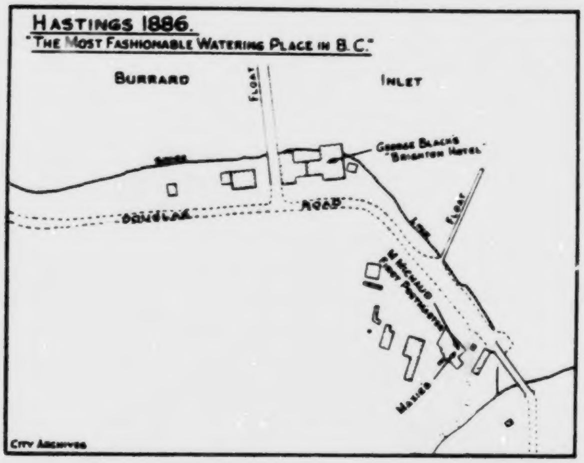
"Kha-nah-noot", the Indians called the natural clearing on the Burrard Inlet Waterfront where, in 1863, Oliver M. Hocking became the first European person to build his home in what is now Vancouver. In 1865, Douglas Road was completed between New Westminster and Hocking's homestead. He and a partner added a hotel and floating wharf to provide a popular weekend retreat for residents of the capital city, offering bathing, boating and drinking after a 19.3 km (12 mile) ride through wilderness. By 1868, three stages a day were travelling to the small settlement of "New Brighton" and from the wharf a small ferry carried loggers across Burrard Inlet and to Stamp's Mill, 4.8 km (3.0 miles) to the west. In 1869, the resort was renamed "Hastings" to commemorate a visit by Admiral George Fowler Hastings of the Royal Navy. In the next few years, Hastings saw another hotel, a post office, a telegraph office, a slaughterhouse and a trail through to the village of Granville. The resort character of Hastings came to an end with the completion of the CPR line across the waterfront and through to Granville.

The Celebrated Summer Resort, "New Brighton Hotel", Hastings, 1886



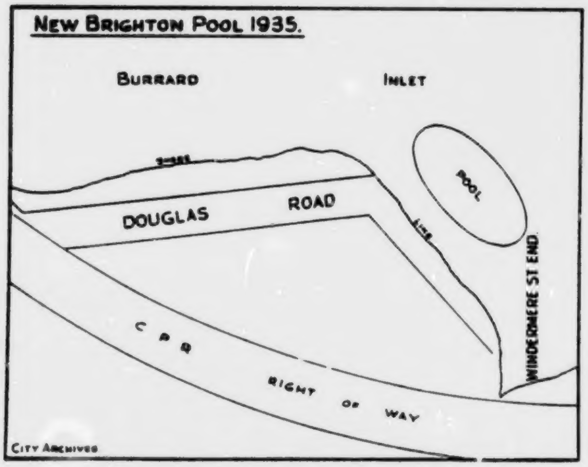
NEW BRIGHTON 1869.
AT THE
"END OF THE ROAD"

BURRARD
INLET
TO MOODY'S MILL
SHORE
LINE
FLOAT
1866 O.M. HOCKING FIRST CUSTOMS COLLECTOR
1869 MAXIMILLIAN MICHAUD FIRST POSTMASTER
1869 BRIGHTON TELEGRAPH
"END OF THE ROAD"
BRIDGE
STABLE
CITY ARCHIVES



HASTINGS 1886.
"THE MOST FASHIONABLE WATERING PLACE IN B.C."

BURRARD
INLET
FLOAT
SHORE
GEORGE BLACK'S "BRIGHTON HOTEL"
DOUGLAS
ROAD
LINE
FLOAT
M. MICHAUD FIRST POSTMASTER
MAXIE'S
CITY ARCHIVES



NEW BRIGHTON POOL 1935.

BURRARD
INLET
SHORE
LINE
POOL
DOUGLAS
ROAD
WINDERMERE ST END
C P R
RIGHT OF WAY
CITY ARCHIVES

In 1888, the Provincial Government donated 160 acres just south of the Hastings townsite as a new park. Soon, a half-mile horse racing track was built at Hastings Park and residents of Vancouver were drawn regularly to visit the park. In the early 1900's, short-lived 10 and 20 acre farms were being subdivided and the area around Hastings Park started to grow after the Hastings Street tramline was completed in 1909. In 1910, the Vancouver Exhibition Association (forerunner of the Pacific National Exhibition) held its first exhibition of new products and machinery in Hastings Park and the residents of Hastings voted to amalgamate with the City of Vancouver.

During the next 20 years, the business strip grew along Hastings Street and most of the northern part of the area was subdivided into small lots and built with modest frame houses catering to a wide ethnic mix of new residents. As well, industrial development gradually drove away squatters and houseboats along the waterfront. In the 1930's local residents raised funds to build the area's first community centre on a small portion of Hastings Park still under the control of the Park Board. This project, and the building of a salt water pool on the site of Hocking's original homestead, provided relief work for local unemployed men during the lean years of the Depression.

The end of World War II brought the last construction boom in Hastings-Sunrise as the remaining lots at the northern end were developed and new areas to the south were opened and built with modest housing for returning veterans and their families. In the early 1960's, a major low-income housing project, Skeena Terrace, was built at the south end of Hastings-Sunrise and a decade later the Adanac Co-op townhouse development was built on vacant land in the Charles-Adanac neighbourhood. Also, in the early 1960's, the Second Narrows Bridge to North Vancouver was completed, as was the Trans-Canada that empties just south of the intersection of Williams and Cassiar Streets. The Pacific National Exhibition (PNE) grew to become one of Canada's largest exhibition grounds and its various commercial activities grew to draw patrons and their cars to the area on a year-round basis.

In recent years, a number of local citizens groups have formed to counter the impacts both of regional commuter traffic and activities at the PNE, to reduce the deficiencies in parkland and to fight against the perceived encroachment of apartment development. City Council, in late 1979, approved a two-year local area planning program for Hastings-Sunrise after repeated requests from local residents, largely through the Hastings-Sunrise Action Council. The local area planning program spawned the Hastings-Sunrise Citizens' Planning Committee, an umbrella group made up of representatives from existing citizens' groups, business groups, and the community at large. Because of the complexity of the issues, the program was extended to March 1985 to allow for the resolution of issues needing immediate attention and completion of the community plan.

Because of the location of Hastings-Sunrise at the point where several major regional highways and thoroughfares come together and at a key spot on the Burrard Inlet waterfront, because the future of all of Exhibition Park is uncertain and because the need for more housing units is becoming a city-wide priority, major issues requiring sound and sensitive resolution will continue to emerge well into the future as the community grows and changes. The

Community Plan and the established participatory process forms the first part of this exciting future.

3. Thumb-Nail Description of Study Area

Hastings-Sunrise consists of a 10.4 km^2 (4 sq. mile) area of rolling land stretching from the waterfront to the Grandview Highway and from Nanaimo Street to Boundary Road. The current population of Hastings-Sunrise is estimated at just over 27,000, representing a wide ethnic mix and a range of income levels. Census data indicates that population has been steadily decreasing since the 1960's, as is the case with other communities within the city.

The bulk of the area is residential, developed with single-family dwellings. Because of this, Hastings-Sunrise is characterized as a family area with many long-term residents who share a strong sense of community. With some exceptions, housing is modest in size, well kept, on tidy streets - some with curbing and mature trees, and others stark and unimproved by comparison. New housing on the narrow 10.1 m (33.0 ft.) lots common to the area are almost all of a "Vancouver Special" form that many have converted illegally into two separate dwelling units. There are also examples of low income, special needs, seniors' and family housing developments in apartment and townhouse forms.

Traffic is a major factor in the character of what would otherwise be a quiet residential community, although not all neighbourhoods are affected. The Trans-Canada Highway empties freeway traffic onto Cassiar Street, as does traffic from the Second Narrows Bridge. This mixes with heavy traffic on Hastings Street to result in one of the most congested intersections in Canada and results in short-cutting of commuter traffic along residential streets. Altogether, some 170,000 vehicles per day enter and leave the community via the three major corridors.

Compared with other communities, Hastings-Sunrise is about average in its provision of public parks (excluding Exhibition Park) and recreational facilities. The distribution of and access to local parks is, however, a problem as the neighbourhoods are not equally well-endowed and most of the parks are bordered by heavily travelled arterial streets. Park improvement is minimal in most of the parks and general upgrading with up-to-date recreatonal facilities is needed. A waterfront park exists on the site of the original Hastings townsite. This park has been improved considerably over the years but should be further improved to exploit the waterfront location.

The existing commercial facilities are located within a long strip on Hastings Street and in several smaller centres throughout the community. With two anchor tenants - Zellers and London Drugs - Hastings Street remains healthy and provides a good range of goods and services despite the lack of a major supermarket. The south end of the community is not very well served with commercial facilities, but a proposed community shopping centre with a supermarket at First and Renfrew will help alleviate the problem.

Hastings-Sunrise contains two main industrial areas. The Lougheed and

Boundary Industrial Area is unique in its strategic location in the region, with large, flat, well-serviced sites. The area is mostly developed with warehousing and light manufacturing operations, but some large vacant sites still exist. The Waterfront Industrial Area plays an important role in the functioning of the Port of Vancouver and contains a large scale grain elevator complex, facilities catering to the fishing industry and a few industries not tied to the port. Future redevelopment must be done with care because of the close proximity of adjacent residential neighbourhoods.

A unique feature of Hastings-Sunrise is the presence of the Pacific National Exhibition on the very large site of Exhibition Park. The PNE has grown from humble beginnings in the early 1900's into a major commercial facility that includes professional sports, horse racing, trade shows, an amusement park and an annual fair. In an average year, the PNE draws some people to the site, although this number has been reduced somewhat with the development of B.C. Place stadium. PNE activities have impacted the community heavily, particularly nearby neighbourhoods. Impacts have included parking, traffic, noise, vandalism and visual quality. A major planning opportunity exists for the site as the future of the PNE itself is in question and its lease with the City expires in 1994.

4. The Community Plan

Why a community plan? Like most areas of the city, Hastings-Sunrise was subdivided and developed without the aid of a comprehensive community plan. Early zoning and subdivision controls existed but even as these subsequently evolved there were many issues clearly beyond the scope of these controls. Commercial development "happened" along the Hastings Street tramline and residential development tended to fill in the blank areas, with the exception of school and park sites which were acquired as the need was defined. In recent years, the City has developed community plans in areas that are either very deficient in services, under pressure of redevelopment, or are suffering from impacts of change. The impetus for the local area planning program in Hastings-Sunrise came from the latter in the form of commuter traffic impact from regional development and from ongoing impacts from the PNE, but the program has also turned up a number of service deficiencies and redevelopment pressure on key sites.

Developing and implementing a community plan for an older, well established community is a bit like the planning and renovation of an old house. Like most old houses, the basic framework of the community is generally sound, but some of the systems may be outdated and need upgrading. Other elements need emergency repair. In Hastings-Sunrise, the emergency repair work has been most time consuming and has included major projects like the Cassiar freeway connector proposal, the development of the PNE Resident Permit Parking system and establishment of a policy framework to guide future development of the PNE. The systems upgrading represents the less urgent but nevertheless important work of developing the elements of the Community Plan, including policies to reduce park deficiencies, to manage commuter traffic flows, to improve the shopping districts, to maintain the viability of the major industrial areas, and to suitably control demand for additional residential accommodation.

Like the owners of the house, the residents of Hastings-Sunrise are intimately familiar with the strengths and weaknesses of the community and without their extensive participation through the local area planning committee, at public meetings, and their frequent use of the Hastings-Sunrise Planning office, the emergency work and the work in evaluating the systems in the plan would have been superficial at best. As with other local area planning efforts in the city, Hastings-Sunrise has been successful because of participation by the people who are most affected by the policies and other decisions.

Now that most of the emergency repairs have been made, the Community Plan will guide future decision-making on a wide range of issues, using whatever tools are necessary and available in order to achieve the revisions/improvements that are recommended.

5. The Planning Process

In January 1980, the Planning Department opened the Hastings-Sunrise Planning Office at 2725 East Hastings Street and assigned a Planner, a Planning Assistant and a Clerk-Typist to work with the community to develop a community plan and to assist in resolving planning issues as they arose. For the first few months, staff met with existing groups in order to understand their concerns and to reach an agreement on how they would be accommodated in the program. The groups included:

Hastings-Sunrise Action Council
Hastings Community Association
Burrard View/Wall Street Residents' Association
Vancouver Heights Citizens Committee
Charles-Adanac Citizens' Advisory Committee
Skeena Terrace Tenants Association
Frog Hollow Neighbourhood House
Franklin Community School Consultative Committee and other school consultative committees
Adanac Housing Co-op
PNE Administration
Thunderbird Neighbourhood Association
Thunderbird Island Committee
Hastings Chamber of Commerce
Kiwanis of the Pacific
East Area Services Team

In March 1980, invitations were mailed to every household and business in Hastings-Sunrise, inviting all to a public information meeting for an explanation of the planning program. Over 600 interested people attended this meeting. Everyone present was invited to join the Hastings-Sunrise Citizens' Planning Committee that held its inaugural meeting one week later. Terms of Reference were developed in consultation with the committee and later adopted by City Council. This gave the Planning Committee official recognition as the group of citizens whose role was to provide ongoing advice to Council and other decision-making bodies on a wide variety of planning issues. The terms of reference allowed for anyone residing, owning, working or running a business within Hastings-Sunrise and attending three out of five consecutive meetings to become a full member. It also established the relationship of the Planning Department staff as being independent of the Planning Committee but able to act as a resource by providing general assistance and technical expertise (see Appendix 'A', HSCPC Terms of Reference).

Through regular weekly and later bi-weekly meetings, the Planning Committee considered many issues and developed many positions that affected a number of important decisions of City Council, the Parks Board, the Board of Variance, and others. Generally, the Planner or a committee member or local resident would bring items of current interest for the agenda, including development proposals, rezoning applications, emerging policies, funding opportunities, or Council decisions about to be made with local implications. The Planner would provide the background to items or bring a guest speaker and the Committee would then discuss the issue and decide what action to take. Minor items would result in a simple resolution to favour or not favour a certain position and to instruct the Chairman to write a letter to the decision-making body. On more important items, the Planning Committee would send a delegation to speak on behalf of its position. Often the issues were very complicated and important, and small sub-committee meetings would be struck to meet as regularly as needed with staff and others in order to develop positions for the Planning Committee to adopt. For major rezoning applications and several other items of importance, the Planning Committee sponsored public information meetings, inviting the local populace, so as to understand their views in advance of taking a final position. Through this participatory process, the Planning Committee has consistently provided well-informed and representative community positions across a wide spectrum of issues and as such, have developed an excellent reputation with Council, the Parks Board and others.

The process used in the development of the Community Plan has been similar to that used for the resolution of current issues although more drawn out. At the first public meeting held in March 1980, attendees were asked to review large wall maps and note their concerns with respect to traffic, parks, housing, the PNE, and other policy issues. Over the years, the Planning Committee has consistently taken each of these subject areas and further identified the issues, and have invited guest speakers from various City departments and other agencies to discuss city-wide and local policy implications of the issues and alternative solutions. The Planner then considered all input, undertook data collection and analysis, and developed preliminary goals, policies, and action statements for discussion and review, subject area by subject area, by the Planning Committee. After this input, other guest speakers, and more thought, the statements were revised and reviewed again by the Planning Committee. On several occasions through the Planning Program, newsletters outlining emerging policy directions and other work of the Planning Committee were prepared and distributed to every residence and business within the community, inviting comments and participation with the program. In its final stages, the draft Community Plan has been circulated within the Planning Department and to other City departments for comments, leading to redrafts and further discussion with the Planning Committee. Final drafts were then forwarded to the Park Board and the School Board for their concurrence. After presenting the draft plan to the Planning and Development Committee of Council for information, the draft plan was reviewed with the community at two widely advertised public meetings. Following further revisions, a public meeting of Council was arranged and widely advertised to provide Council with an opportunity to hear from the whole community before adoption of the plan as City policy.

As with other communities in the city, once the plan has been adopted, staff will begin the implementation phase, involving rezoning and further refinement of policies through the action statements. Staff will continue to provide service to the Planning Committee, but at a level that will reduce as plan policies are implemented. The Planning Committee will continue to meet as long as planning issues are unresolved or new ones emerge, and providing the will continues to put in the voluntary time to do the work. Undoubtedly, staff will continue to be involved with Hastings-Sunrise for many years to come as its geographic location and the unresolved Exhibition Park lands and freeway connector questions suggest numbers of emerging issues needing effective resolution.

6. Accomplishments

The Hastings-Sunrise Local Area Planning Program, started in 1980, was originally envisaged as a two-year planning excercise. In addition to extensive involvement in the development of alternatives for a new "Cassiar Freeway Connector", considerable time was spent on resolving community impacts related to the Pacific National Exhibition, and indeed development of a community position with respect to the future of Exhibition Park. Considerable policy work was completed on a new freeway connector and the PNE by the end of 1982, however, considerable work remained on these two paramount issues and others affecting Hastings-Sunrise. Consequently, Council extended the Local Area Planning Program, with the final extension concluding in March 1985.

Since the inception of the Local Area Planning Program, many issues have been resolved. Indeed, to a great extent the policies in the accompanying plan address either issues of less significance to the commmunity or carry forward to the next stage important issues upon which preliminary policy formulation has been achieved. Given the complexity of a new freeway connector and the future of the PNE, the establishment of Council-adopted policies to guide communtiy-oriented resolution of these two issues is, in itself, a significant achievement. In addition, the Local Area Planning Program has been involved in a variety of issues, including the following:

- a tree planting program within the Hastings Street core shopping area;
- the mini-park at Hastings and Kamloops Streets, sponsored by the Kiwanis;
- development of a parking lot for New Brighton Park;
- improvements to New Brighton Park including tennis courts, trees and the shoreline;
- improvements to the Hastings Community Centre;
- development of a pedestrian overpass over Wall Street to New Brighton Park;

- implementation of street-end parks along Wall Street;
- establishment and implementation of a resident permit parking (RPP) system related to the Pacific National Exhibition;
- resolution and implementation of by-law amendments regarding backyard pay parking around the PNE;
- development of a "city composite scheme" for a new Cassiar freeway connector, including various remedial improvements to the existing street system;
- an agreement with the PNE/Playland concerning sound reduction;
- establishment of a permanent facility within the PNE for local community ice facilities;
- Council endorsation of the need for future planning concerning the PNE and related detailed input into the Provincial PNE study;
- resolution of possible B.C. Place related "park and ride" facilities at the PNE;
- the successful rezoning of lands at 1st Avenue and Renfrew Street for a new community shopping centre, including space for a new community library;
- community input into a rezoning to CD-1 of the Pacific GMC site at Nanaimo Street and Broadway, this new zoning permitting the existing use but requiring a rezoning for future use or redevelopment;
- the successful rezoning of City-owned lands at 5th and Renfrew/7th and Kaslo, for the provision of non-market family and seniors' housing, as well as provision of a site for a new neighbourhood house;
- community input into the successful rezoning of the existing Frog Hollow Neighbourhood House site at Broadway and Penticton Street for subsequent redevelopment with non-market housing;
- expression of a community position against non-industrial (commercial) development of industrially-zoned lands at Grandview Highway and Renfrew Street (although subsequently allowed by the Board of Variance);
- assistance to the Park Board in improving Clinton Park;
- assistance in implementing the Franklin Community School mini-playground;
- assistance to City Council in developing a position regarding the Port of Vancouver Master Plan proposals;

- successful resolution of the proposed rezoning and development of an Armenian cultural centre on Boundary Road between Charles and Williams Streets;

- input into a proposed special needs residential facility application at Penticton and Trinity Streets;

- assistance in establishment of a neighbourhood learning centre at Hastings School;

- assistance to Council regarding the Cassiar Street/PNE housing demolition/parking lot expansion proposal;

- intensive discussion regarding traffic control measures for the Vancouver Heights community pending longer term resolution of a new Cassiar freeway connector;

- facilitation of a "clean-up" of City-owned Charles-Adanac lands;

- input into the City's "Economic Development Strategy";

- assistance in design revisions to allow development to proceed at 1st Avenue and Highway 401 in advance of decisions on a new freeway connector; and

- facilitation of community input into a proposed neighbourhood pub application on Eton Street.

To a great extent, the foregoing items comprise planning issues which, in the absence of a local area planning program, would have necessitated considerable staff input and resulted in an equal (if not greater) level of community anxiety prior to resolution.

Despite the foregoing, the future of the Pacific National Exhibition and a new Cassiar freeway connector are still to be resolved. To the greatest extent, decisions on these two major issues affecting the Hastings-Sunrise community rest with the Provincial Government. Nonetheless, and through the Hastings-Sunrise Local Area Planning Program, Council has established policy positions which provide both the community and the Provincial Government with some certainty as to the City's position concerning future development of these two facilities.

In addition to the attached policies which take the Pacific National Exhibition and the new Cassiar freeway connector to the next step, the accompanying policies address a variety of issues of concern to the Hastings-Sunrise community. Many of these policies may be implemented immediately through pursuit of the accompanying action statements. Nevertheless, adoption and implementation of the community plan for Hastings-Sunrise will necessitate review and revision in view of future evolution of the city. It is anticipated, however, that the accompanying policies will direct evolution within this community for the next ten to fifteen years.

General Characteristics

Population

According to the Canada Census, 27,209 residents lived within the boundaries of Hastings-Sunrise in 1981. This number has remained fairly stable, fluctuating by only 2,000 or so during the last ten years, and can be explained by the single-family character of the area and the limited amount of multiple-family redevelopment that has occurred over the years.

Historically, the area has provided housing for a working class population representing a broad ethnic mix. This remains true to a point, but the generally increased cost of housing within the city has resulted in more higher income families moving into the area and giving the community today a character not only of mixed ethnic backgrounds but also of mixed incomes, employment, and educational levels.

The community has always housed many families with children and today it continues to compare well with other eastside single-family communities. It has a much higher proportion of children than do the more affluent single-family areas or apartment districts. As in the rest of the city, Hastings-Sunrise is experiencing a decline in school enrolment but the decline is not as dramatic as in many other parts of the city.

In the future, total population is expected to remain about the same as it is now or possibly decline slightly. This will be due primarily to the general ageing of the population and the increasing difficulty of young families with children to be able to afford to move into the community. Illegal "doubling up" in basement or ground floor suites may, howver, become even more prevalant than it is today, as home-owners skirt around City by-laws in their efforts to address the affordability issue. Such activity, if allowed to continue, could result in the addition of about 7,000 people, or one-quarter more than the present population without unduly changing the physical character of the area.

Zoning and Land Use

Fifty percent of the land in Hastings-Sunrise is zoned for residential development. With very few exceptions all of this land is zoned RS-1, One-Family Dwelling District and has been fully developed. Typical of many communities with narrow 10.058 m (33.0 ft.) lots created in the early 1900's, the houses display a wide variety of shapes, sizes and ages, although the southern end of the district was developed mostly after World War II with modest bungalows and therefore displays more uniformity in style. In recent years, many of the smaller houses and houses straddling two lots have been demolished and replaced with much larger two-storey houses in the form of the typical "Vancouver Special" that is easily converted into two separate dwelling units. Although the numbers are unknown, creation of illegal suites in new and older houses has become commonplace. Nevertheless, tidy, modest family housing on quiet residential streets is the norm for most of the area. A thin strip of apartment zoning (RM-3A Multiple Dwelling District) borders Nanaimo Street, the area's western boundary. Buildings developed there are for the most part older and architecturally in marked contrast to those developed more recently across the street in Grandview-Woodland. An even smaller amount of land is zoned RT-2 Two-Family Dwelling District and is used primarily as landscape setback in the industrial area.

The community also contains two large industrial areas comprising 12% of the land area. The Boundary and Lougheed area contains about 89 hectares (220 acres) of land and is primarily zoned M-2 Industrial District with a smaller amount zoned M-1 Industrial District adjacent to a residential area along its western extremity. The whole area is characterized by large, well-serviced sites with warehousing and light manufacturing uses and little intrusion of retailing activities common to other industrial areas. The area is highly accessible to the freeway and many sites have direct rail access. A number of larger sites remain vacant and additional development potential exists on other built sites. The Waterfront industrial area contains about 70 hectares (172 acres) comprised of upland area, land filled area and water lots. The land filled areas and water lots are generally owned by the Vancouver Port Corporation and leased to industry. Most of the area is zoned M-2 Industrial District and is developed with a major grain shipping facility, fishing industry facilities, assorted warehousing and a large City waterfront park. Several of the sites are underutilized or partly vacant and some additional land filling would also be permitted by the Vancouver Port Corporation. A small M-1 zoned industrial pocket was developed within the last decade along Bridgeway Street, just south of the Alberta Wheat Pool. It operates independently from the Port and in character is more like the Boundary and Lougheed area to the south.

HASTINGS-SUNRISE ZONING

Residential

RS-1 ONE-FAMILY DWELLING

The intent of this zoning is to maintain the single-family character of lands in this zone. With special approval, a variety of other uses may also be permitted, including schools, parks, churches, special needs residential facilities, and neighbourhood grocery stores.

RT-2 TWO-FAMILY DWELLING

The intent of this zoning is to permit two-family dwellings and in some instances, with special approval, low-density multiple-family housing.

RM-3A MULTIPLE DWELLING

The intent of this zoning is to permit medium density residential development, including low-rise apartment buildings to a maximum height of 10.668m (35.0 ft.).

RM-3A1 MULTIPLE DWELLING

The intent of this zoning is to permit medium density residential development, including a variety of multiple dwelling types, to encourage the retention of existing buildings and good design, and to achieve a number of community and social objectives through permitted increases in floor area.

Commercial

C-1 COMMERCIAL

The intent of this zoning is to provide for small-scale convenience commercial uses, typically catering to the day-to-day needs of a local neighbourhood and consisting primarily of retail sales and some service commercial uses. With special approval, dwelling units may be developed along with any of the permitted commercial uses.

C-2 COMMERCIAL

The intent of this zoning is to provide for a wide range of goods and services and to maintain commercial activities and personal services that require central locations to serve several local neighbourhoods. A great number of commercial uses are permitted in this zoning. With special approval, dwelling units may be developed along with any of the permitted commercial uses.

Industrial

M-1 INDUSTRIAL

The intent of this zoning is to permit industrial and other uses which are generally incompatible with residential uses but are beneficial in that they provide industrial employment opportunities or serve a useful or necessary function in the city. It is not the intent, however, to permit uses which are potentially dangerous or environmentally incompatible when situated near residential areas.

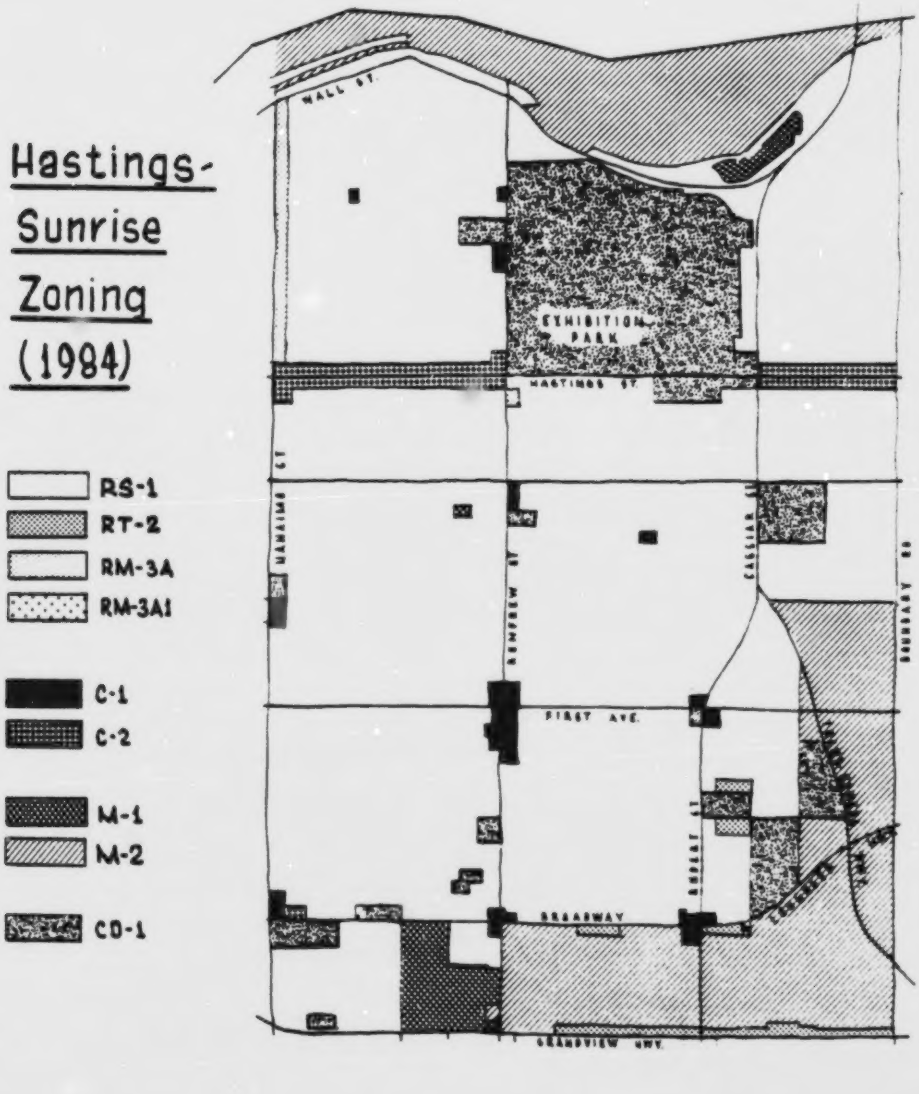
M-2 INDUSTRIAL

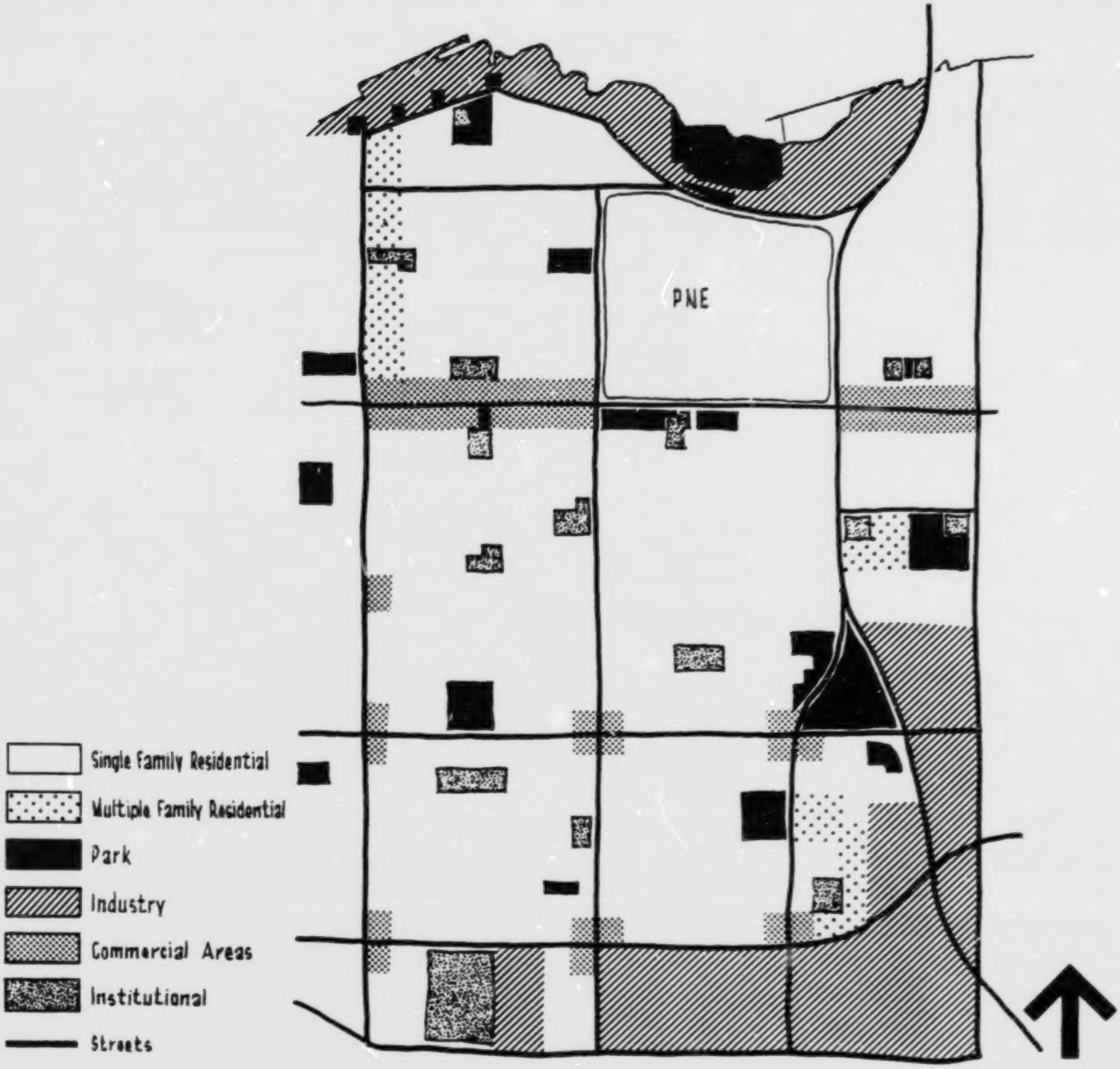
The intent of this zoning is identical to the M-1 except that a broader range of industrial uses may be permitted, including those which are potentially dangerous or environmentally incompatible with residential areas if these were nearby.

Comprehensive

CD-1 COMPREHENSIVE DEVELOPMENT

The intent of this zoning is to quite carefully control both the permitted uses and form of development to ensure compatibility with the surrounding community. Each site zoned CD-1 has its own by-law detailing the often limited range of permitted uses and commonly setting out specific regulations of building size and location. In a sense, a CD-1 zoning by-law is "tailor-made" to accommodate a specific use in a specific building form on a specific site.


Hastings-Sunrise Zoning (1984)
RS-1
RT-2
RM-3A
RM-3A1
C-1
C-2
M-1
M-2
CD-1
WALL ST.
EXHIBITION PARK
HASTINGS ST.
NANAIMO ST
RENFREW ST
CASSIAR ST
BOUNDARY RD
FIRST AVE.
RUPERT ST
BROADWAY
GRANDVIEW HWY.


PNE
Single Family Residential
Multiple Family Residential
Park
Industry
Commercial Areas
Institutional
Streets

HASTINGS SUNRISE
General Land Use

The largest single zoned property is Exhibition Park, zoned CD-1 Comprehensive Development District that limits any redevelopment to the approval of City Council. Its 69.6 hectares (172 acres) comprise about 6.5% of the land area of Hastings-Sunrise.

C-1 and C-2 Commercial Districts comprise 24 hectares (60 acres) or 2% of the land area. The C-1 zoned areas are developed mostly with smaller scale local neighbourhood shopping uses at key intersections throughout the community. The C-2 zoned area is developed as a linear strip of community-wide commercial and service uses along Hastings Street. Many of the buildings in the C-2 area are older and not built to the full potential offered in the zoning regulations, with the exception of a few newer buildings close to the Burnaby Town Centre near Boundary Road and a new hotel under construction in the 2800 block Hastings Street.

Local park land comprise 39 hectares (96 acres) or almost 4% of the total area. This land is mostly zoned RS-1 One-Family Dwelling but some of it is also zoned M-2 Industrial. Some park space has been developed on previously undeveloped street allowance. While these parks are well used, their locations (generally adjacent to major arterial streets), access, and limited improvement are problematic and deter wider use especially for passive recreational activities. The area is also served by two community centres but these suffer from some functional problems caused by their age or location, although one (Hastings Community Centre) is presently being improved.

Of the remaining 25% of the land area, 24% or 259 hectares (641 acres) is taken up by the street and lane system, and 1% is zoned CD-1 Comprehensive Development District (exclusive of Exhibition Park). These site-specific CD-1 zones accommodate a variety of uses including two public family housing projects, two co-operative family housing projects, three seniors housing projects, a supermarket, two churches and a mini-warehouse complex.

The Environment

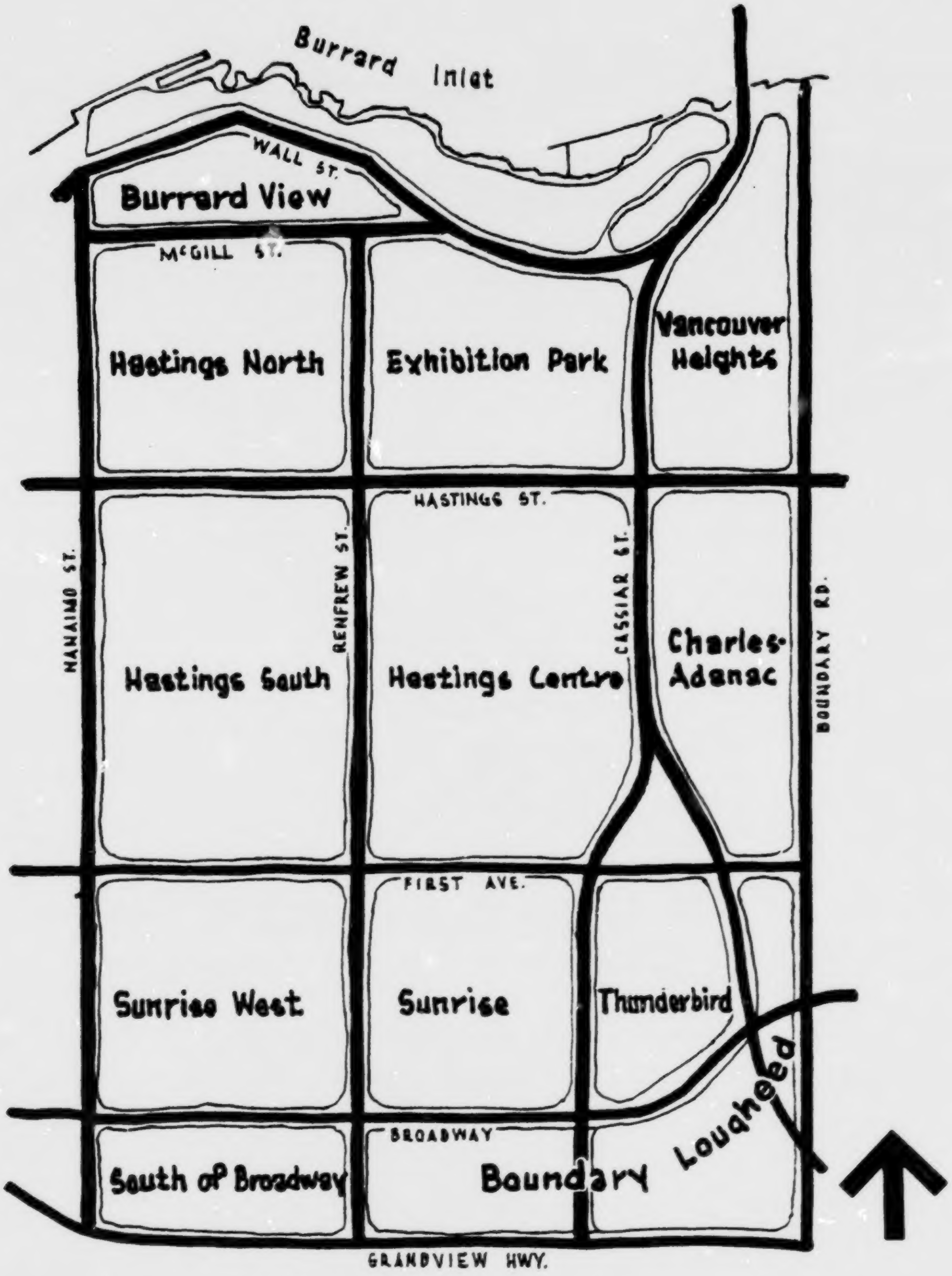
From the air, Hastings-Sunrise is like a checkered carpet of single-family dwellings, undulating with the rolling topography of the area and cut up by regularly spaced, wide, straight arterial streets. The sea and the Second Narrows Bridge are visible to the north and large, low, flat-topped industrial buildings fill the Still Creek lowlands to the south. The north end of the community is dominated by the exhibition buildings, Coliseum, racetrack, roller coaster, ferris wheel and parking lots of the P.N.E. Commercial development is seen flanking Hastings Street and stretching far to the east and west of the community while smaller nodes of commercial development are seen dotted here and there. Also to be seen are the grassy green spaces of several neighbourhood parks and school grounds as well as the regularized roof lines of several large multiple-family housing developments.

From the ground, the most distinctive environmental feature of Hastings-Sunrise is the rolling quality of the topography that offers views of the mountains and sea to some, and panoramic views to the south and east to others. Unfortunately, the street pattern follows a standard grid pattern that does not take advantage of these views and most of the existing housing has been built with standardized plans without particular regard to views. A recent change from this norm is found in the Vancouver Heights area east of Cassiar Street where, because of the spectacular views of the mountains, the sea and the downtown, and because of a changing social mix, a number of architecturally designed houses have been built and renovations done within the last few years, adding positively to the general quality of the area. Many of the residential streets in Hastings-Sunrise are paved and curbed with mature trees to match any trees in more affluent parts of the City. Other streets, however, are relatively unimproved and barren in appearance with either no trees or spindly new ones that will take years to mature.

There are two outstanding negative features on the local environment. The first is in the form of commuter and truck traffic, particularly on the arterials of Cassiar, McGill and Hastings Streets, First Avenue, and Broadway. Hastings-Sunrise acts as a central hub for several regional traffic corridors, with the Trans-Canada Highway, Second Narrows Bridge, Hastings Street and the Lougheed Highway all feeding onto local arterial streets. The resulting congestion has led to much short-cutting of commuter traffic through residential streets in order to bypass clogged interesections.

The second outstanding negative feature is the traffic and parking generation, noise, and visual impact created by the P.N.E. For residents living within 0.8 km (0.5 mi.) of the site, year-round activities at the P.N.E. are a constant reminder of its presence and the barbed wire fence and inhospitable paved-over character of the grounds provides anything but a welcoming atmosphere for local residents.

Major potential exists to enhance the experience of the local waterfront by the community. Presently, the shoreline is accessible from New Brighton Park and several street-end viewing parks exist along Wall Street. But the opportunity to actually watch the activities of the working port are limited and could be greatly improved through redevelopment of port activities in future years.


Burrard Inlet
WALL ST.
Burrard View
McGILL ST.
Hastings North
Exhibition Park
Vancouver Heights
HASTINGS ST.
NANAIMO ST.
RENFREW ST.
CASSIAR ST.
BOUNDARY RD.
Hastings South
Hastings Centre
Charles-Adanac
FIRST AVE.
Sunrise West
Sunrise
Thunderbird
Lougheed
BROADWAY
South of Broadway
Boundary
GRANDVIEW HWY.

HASTINGS-SUNRISE

Neighbourhoods & Major Streets

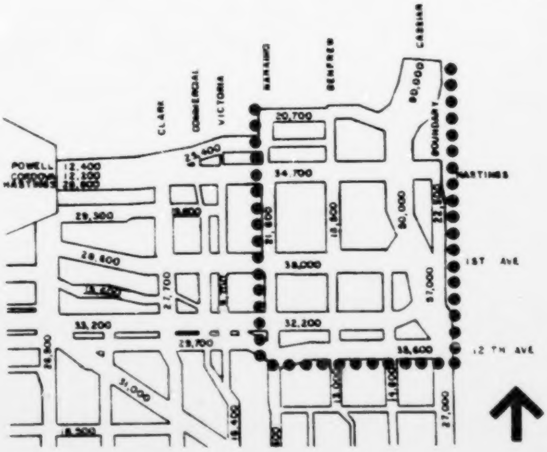
Traffic and Transportation

The issues about which the most energy has been directed during the planning program are concerned with traffic:

- impacts from high volumes of commuter traffic passing through the community; and
- P.N.E. event traffic travelling into the community and parking on local streets, lanes and backyards.

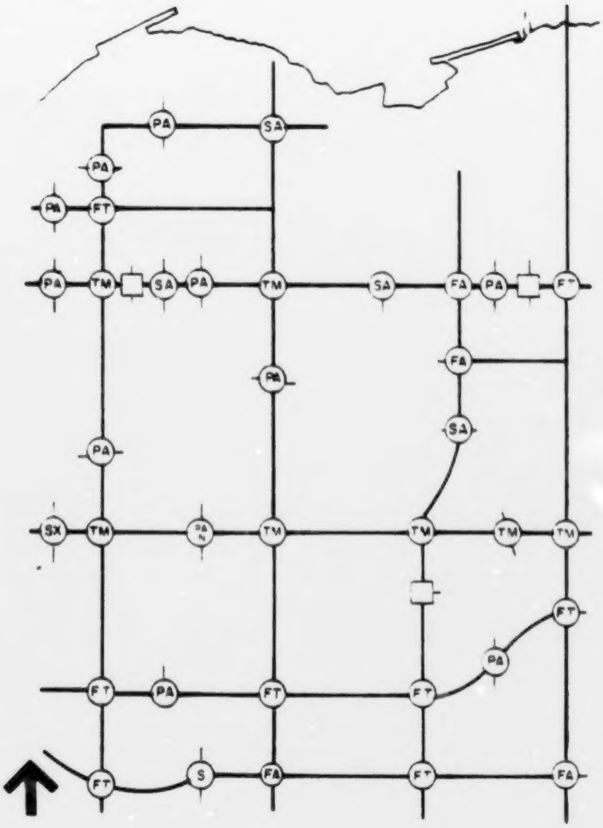
As noted in the Introduction, the Local Area Planning Program has been successful in addressing some aspects of these problems but other aspects still require resolution.

There is no other area in the City, with the exception of the downtown peninsula, that accommodates as much non-local traffic as Hastings-Sunrise and all this traffic is presently handled at-grade on the regular arterial street system. As arterials surpass their maximum capacities during peak periods, some commuters use local streets to avoid traffic delays. This has become a prime concern to many residents in several areas of Hastings-Sunrise.


CLARK
COMMERCIAL
VICTORIA
NANAIMO
RENFREW
CASSIAR
BOUNDARY
POWELL
CORDOVA
HASTINGS
HASTINGS
1ST AVE
12 TH AVE
12,400
12,200
26,800
20,700
34,700
29,300
26,400
33,200
23,700
38,000
32,200
35,600
31,800
18,800
30,000
22,500
57,000
21,700
31,000
27,000

1981 WEEKDAY TRAFFIC FLOW
24 HR TWO-WAY VOLUME

SCALE
60,000
40,000
20,000


PA
SA
FT
TM
FA
SX
S

TRAFFIC SIGNALS

FT = Fixed Time
IN = Interconnected
TM = Traffic Modulated
FA = Fully Actuated
SA = Semi Actuated
PA = Pedestrian Actuated
SX = School
FB = Flashing Beacon (Red/Amber)
☐ = Illuminated Overhead Pedestrian X-walk

One of the most bitter areas of civic debate in Vancouver has been the issue of traffic versus neighbourhoods. Because of decisions made by Council in the early seventies not to pursue freeways within the City, transportation policies today compensate for the absence of new roads by emphasizing transit, increasing road capacity, housing near the core and regional town centres. In the future, congestion and conflict will continue as traffic continues to increase and more motorists find their way onto residential streets in the daily trip to and from the downtown core. That and the recognition that efficient movement of goods is essential to the livelihood of the City, has resulted in several policies and recommended strategic actions that include:

- providing more capacity from existing road and bus systems;
- locating higher density housing, office, commercial and cultural facilities around ALRT stations and in other locations providing good accessibility to core employment;
- experimenting with innovative traffic management;
- completing a number of capital-intensive road and transit improvements; and
- reserving and developing corridors for future transportation expansion.

Projects affecting Hastings-Sunrise and already in the works or requiring further analysis include the "missing link" between the Second Narrows Bridge and Highway #1, the port service road and commuter transit to the northeast.

GOALS

1. To minimize the social and environmental impacts of traffic, particularly within the residential neighbourhoods.
2. To accommodate smooth traffic flows on arterial streets by improving arterial capacities wherever possible.
3. To discourage commuter and truck traffic from local streets.
4. To accommodate growth in commuter demand, where possible, with public transit.
5. To provide reasonable vehicular access for residents and businesses.
6. To provide convenient and efficient local transit service.
7. To maintain on-street parking for residents.
8. To provide convenient and safe pedestrian movement across arterial streets.

POLICIES

1. North-South Commuter Traffic Flow Improvements

POLICY 2.1 *An agreed upon program for a permanent solution to commuter traffic problems on Cassiar Street should be carried out.*

Action #1 *Encourage the Provincial Government to implement the City's "Composite Scheme" proposal to connect the Second Narrows Bridge with Highway #1 and allow for participation of the City in the final design work in order to create an efficient design from the City's perspective, to reduce local impact as much as possible, and to maximize the pedestrian area over any new freeway connector.*

Action #2 *During the final design work period of the freeway connector, re-evaluate the outstanding "Remedial Measures" as may still be required to ameliorate traffic impacts along the Cassiar corridor, for inclusion in a report back to Council.*

Action #3 *Review, up-date and implement within one year the outstanding "Remedial Measures" to ameliorate traffic impacts along the Cassiar corridor, should a decision to implement forthwith a new freeway connector not be announced by the Provincial Government before January 1, 1986.*

Action #4 *Subsequent to final design of the freeway connector, facilitate participation by the local community in decision-making regarding the consequential re-design of the local street network.*

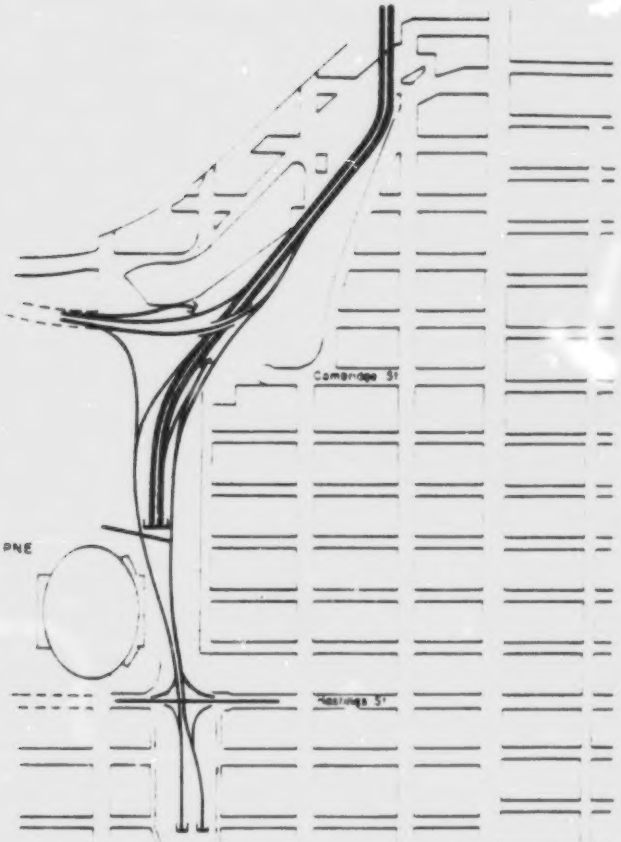
Discussion

Since the Second Narrows Bridge was opened in 1960 and Highway #1 was opened, traffic levels have reached some 50,000 vehicles per day on Cassiar Street, which is still residential along its entire length. A traffic bottleneck occurs where Cassiar crosses Hastings Street with its 35,000 vehicles per day.

Despite the development of left and right turning bays to improve traffic flows on arterial streets, many commuters continue to look to local streets to save time. Some residents along these local streets maintain they have paid heavily for this practice in the form of noise, fumes and hazard to pedestrians.

In 1979, the Provincial Government announced its intention to solve the commuter traffic problem with an open depressed freeway link to connect the bridge with the end of the existing freeway. The proposal was to build just west of and parallel to Cassiar Street and would have required the acquisition of at least 125 homes. As a result of public meetings, other alternatives were proposed by the community and by Civic staff. The result of this discussion was an independent study as agreed to by the Province and the City. The study examined three connector alternatives - the Cassiar open depressed proposal, a Cassiar "cut and cover" concept and a Boundary Road tunnel.

When the study was released, staff developed a fourth option - the Cassiar "Composite Scheme" that had elements of the other concepts. The latter


Cambridge St
PNE
Hastings St
Adanac St
ADANAC PARK
RUPERT PARK

CASSIAR CONNECTOR

Composite Scheme

concept was supported by the community at a public meeting and later adopted by Council who requested the Province approve it. The Composite Scheme calls for a cut and cover freeway connector along a Cassiar alignment but the cover would be landscaped, Cassiar Street removed, the Rupert Diversion removed and access would be provided to and from the Port of Vancouver. At the time of submission it was only a conceptual proposal and the City requested that it be an active participant in the upcoming detailed design work. In the summer of 1984, the Province agreed to consider the Composite Scheme in terms of further design work and costing, similar to the earlier alternatives. When this work is completed, the Province should be prepared to reach a decision on the alternative to be constructed.

In 1981, City Council adopted a number of "Remedial Measures" designed to lessen the impact of shortcutting traffic in the intervening years before the freeway connector is built. Some of these measures were completed, including a double right turn bay on Hastings, turning restrictions on Adanac Street and declassification of Wall Street as a truck route. Others, including a double left turn bay on Cassiar, traffic control measures for Cambridge Street and a pedestrian overpass at the Rupert Diversion have not been done for monetary reasons or because consensus on the best solution has been difficult to achieve. Once a connector scheme has been adopted by the Province and detailed design work is underway, the remedial measures should be re-evaluated as to their need, for inclusion in a report back to Council.

2. East-West Commuter Traffic Flow Improvements

POLICY 2.2 *Additional capacity should be provided on existing arterial streets for east-west commuter traffic.*

Action #1	*Develop left turn bays on Hastings Street at the Nanaimo and Renfrew Street intersections.*
Action #2	*In consultation with the Provincial Government and the municipality of Burnaby, concurrently develop left turn bays on Hastings Street at Boundary Road, and further consider the introduction of restricted left turns onto Skeena or Kootenay Streets during rush hour.*
Action #3	*Develop double turning lanes with advance green signals at the intersection of Nanaimo and Dundas Streets and introduce additional no parking regulations on Dundas Street to the west of Nanaimo Street.*
Action #4	*Establish building lines as appropriate along Street, and Hastings Street near its intersections with Nanaimo and Renfrew Streets and Boundary Road, in order to facilitate street improvements discussed in the foregoing "Action".*
Action #5	*Introduce 24 hour no parking along First Avenue and extend the hours of parking restrictions on Hastings Street, Broadway, and the Grandview Highway, as required by traffic demand.*

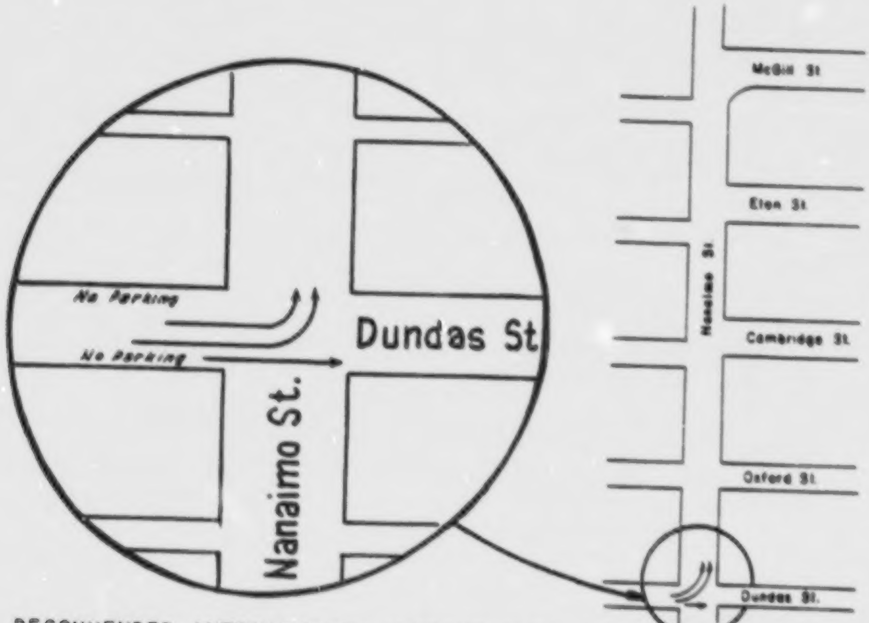
Action #6 *Request the Provincial Government to implement rush hour parking restrictions on Hastings Street east of Boundary Road, in order to facilitate traffic movement along this arterial street.*

Action #7 *Investigate extension of the centre divider on East Hastings Street east of Cassiar Street to preclude left turns by eastbound traffic into the Johnny Canuck Hotel and by westbound traffic with McDonald's Restaurant.*

Discussion

Because of the geographic location of Hastings-Sunrise, it is not readily possible to divert commuter traffic around the community. Therefore, it must be recognized that the demand is there, it is growing, and if the arterial streets are overly congested, motorists will seek out local streets. Blocking off local streets also blocks access to residents and is not always a viable solution particularly if the arterials cannot accommodate the demand. The policy attempts to address this dilemma by recommending measures to smooth traffic flow on the arterial streets in order to keep commuters out of the adjoining residential neighbourhoods.

Strategically placed left turn bays can increase the capacity of Hastings Street and allow left turning traffic to remain on the arterial street system. Cost of these measures is high because property acquisition is required along existing commercially zoned frontages, although not all of the frontages are privately owned. Considering the amount of traffic shortcutting through the residential neighbourhoods adjoining these arterials, these projects should be pursued.



RECOMMENDED INTERSECTION IMPROVEMENTS - NANAIMO & DUNDAS

The McGill/Nanaimo/Dundas/Powell corridor is a prime route to and from the downtown from North Vancouver yet the intersection of Nanaimo and Dundas Streets acts as a traffic bottleneck, particularly in the afternoon peak period because of a lack of capacity for east bound to north bound turning movements.

This corridor is also heavily travelled during the day, yet on-street residential parking is permitted during the day on Dundas Street west to Powell Street, effectively reducing traffic capacity to two lanes (even though the street is lightly parked). These impediments to through traffic movement lead to greater commuter use of Wall Street and Dundas Street east of Nanaimo Street, both intruding into residential neighbourhoods. Double turning bays, advance green signals, and increased no parking restrictions as required on Dundas Street west of Nanaimo would alleviate the bottleneck.

Extended parking restrictions on other east-west arterials may be inconvenient to residents and problematic for merchants. Such restrictions are, nonetheless inevitable, given projected commuter demand. In addition, on-street parking restrictions are considered to be a reasonable trade-off if commuters are encouraged to stay on the arterial streets.

With downtown growth, including B.C. Place, First Avenue is now heavily travelled during all daylight hours and long into the evening, acting as a major east-west commuter corridor. Because of the frequency of high traffic volumes and incidents of rear-ending of the cars that do park on First Avenue, fewer residents are parking there. First Avenue is essentially used as a four lane arterial street at all times. Given the wide, central boulevard, traffic volumes do not adversely impact adjacent properties to the same degree as on other arterials. Twenty-four hour no parking regulations should be introduced as necessary to reinforce First Avenue as an arterial street while recognizing resident's access needs.

3. Traffic Control Measures for Local Streets

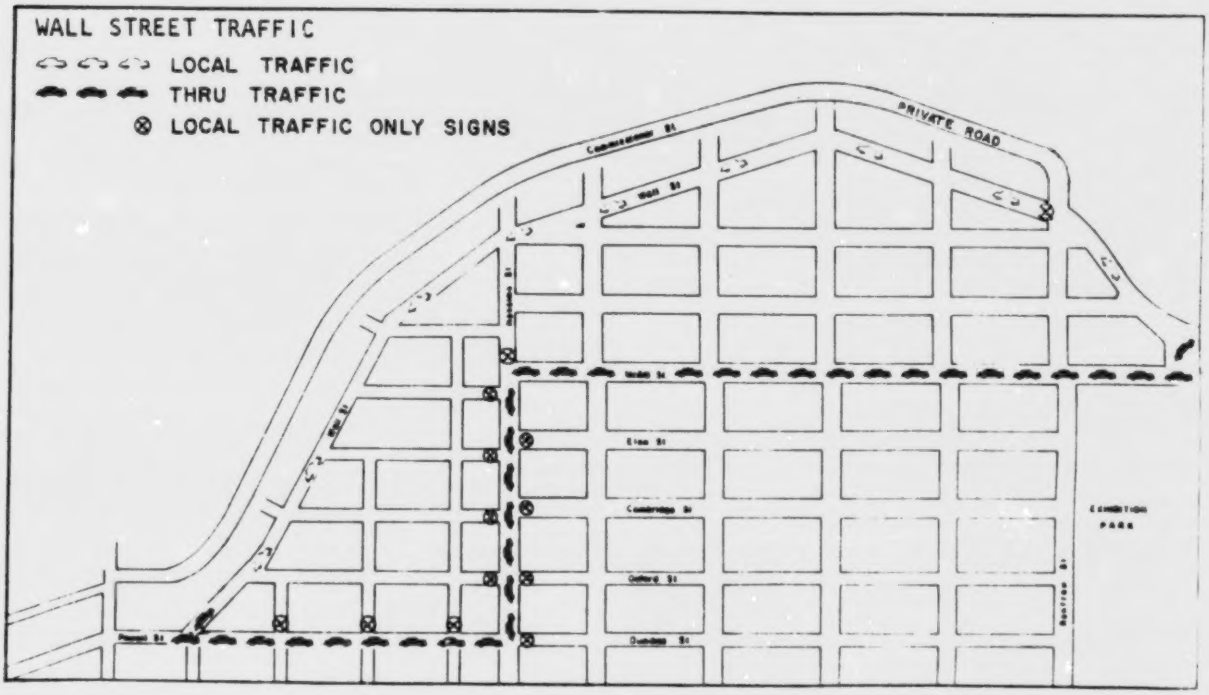
POLICY 2.3 *Traffic Control Measures should be initiated where necessary to discourage commuter traffic from passing through local streets and redirect traffic onto arterial streets that can accommodate the extra demand.*

Action #1 *Discourage commuter traffic from Wall Street with appropriately located traffic control devices or improvements to alternate commuter routes which will make them more advantageous.*

Action #2 *Instruct the City Engineer to carry out an origin-destination survey of vehicles travelling along the Georgia/Adanac/Venables local street corridor to determine the nature and extent of the commuter traffic problem and discourage commuter traffic, if warranted, with appropriately located traffic control devices or improvements to alternate commuter routes which will make them more advantageous.*

Discussion

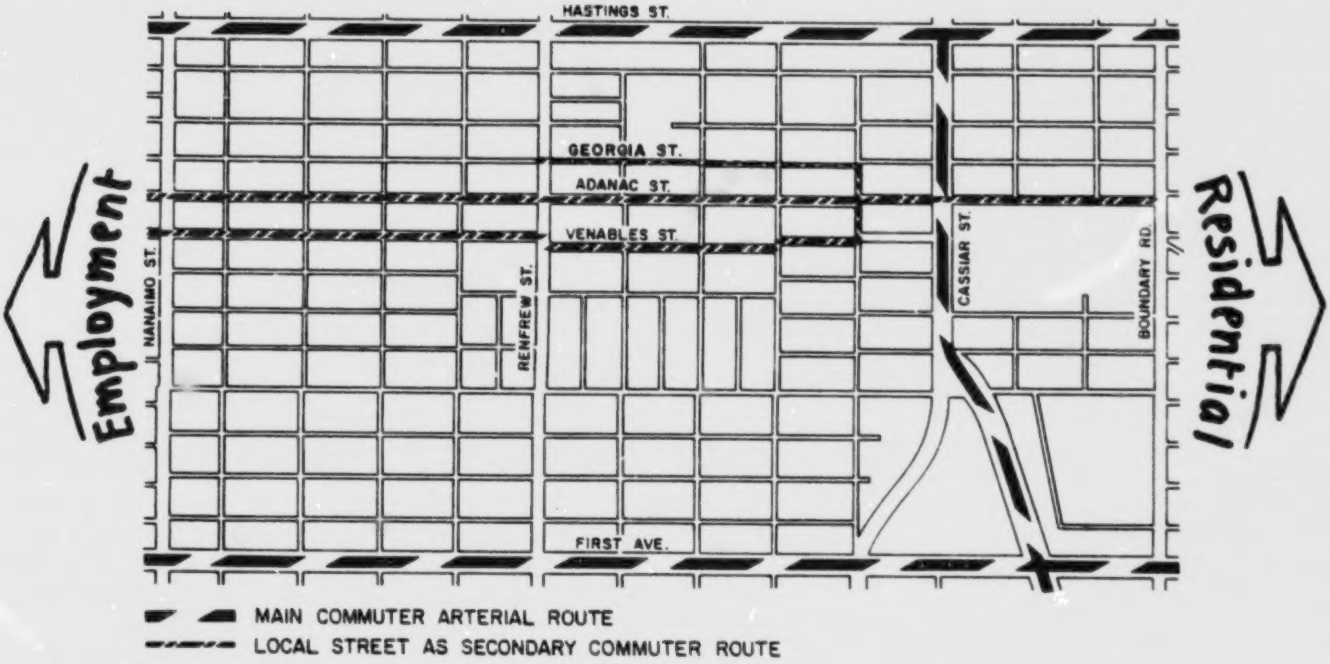
Commuter traffic has used Wall Street for many years as a way to avoid the Nanaimo and Dundas Streets intersection, although several years ago the street was declassified from the truck route system.



Currently about 5,000 vehicles per 24 hours use the street. During peak hours, an estimated 80% of Wall Street traffic is composed of commuter vehicles passing through the neighbourhood. With improvements to the Nanaimo/Dundas intersection (see #2), traffic can be diverted away from Wall Street without creating undue congestion in the McGill/Nanaimo/Dundas/Powell corridor. In addition, development of a port roadway with suitable connections to a new freeway connector should greatly assist in removing the port-destined traffic from City streets. It is recommended that a system of barriers and signage be employed as appropriate and necessary to discourage use of Wall Street but to allow residents to access their homes and not impede emergency vehicles.

Because of the long distance between the east-west arterials of Hastings Street and First Avenue, with no designated collector between, the Georgia/Adanac/Venables corridor of local streets attracts significant through traffic, particularly during rush hour periods. Although most of this may cease once access to Cassiar Street is eliminated as part of a new Cassiar Connector, Adanac Street will likely continue through to connect with Boundary Road.

A portion of this traffic is generated east of Cassiar Street. Some is going to and from the Trans-Canada Highway. This traffic uses Hastings-Sunrise local streets because there is a general lack of east/west street capacity at the Cassiar cordon and because there are often poor connections in either Burnaby or Vancouver to Hastings Street, 1st Avenue, and other east/west arterials. These problems have been identified and will be addressed by the new grade-spearated 2nd Narrows/Freeway connector. Once the connector is provided there will still be a need to identify local east/west collectors in this area. At that time, traffic studies should be done to determine the best course of action.


HASTINGS ST.
GEORGIA ST.
ADANAC ST.
VENABLES ST.
NANAIMO ST.
RENFREW ST.
CASSIAR ST.
BOUNDARY RD.
FIRST AVE.
Employment
Residential
MAIN COMMUTER ARTERIAL ROUTE
LOCAL STREET AS SECONDARY COMMUTER ROUTE

COMMUTER SHORTCUTTING - ADANAC-VENABLES CORRIDOR

It is not known, however, whether present traffic on the Georgia/Adanac/Venables corridor is mostly coming and going all the way from Burnaby or whether it is largely generated from residents in Hastings-Sunrise and Grandview-Woodlands. Data collection and analysis needs to be done to determine the nature and extent of the problem. Following implementation of other street improvements, appropriately located signage, traffic diverters or other such measures should be installed as warranted to limit through traffic.

4. Port Roadway

POLICY 2.4 *A port roadway from Cardero Street to the Second Narrows Bridge to accommodate existing and future port-related traffic but not commuter automobile traffic should be supported and the reservation of a continuous waterfront transportation right-of-way to accommodate the potential for possible transit (rail) should be supported as well, in accordance with Council's resolutions of March 6, 1984.*

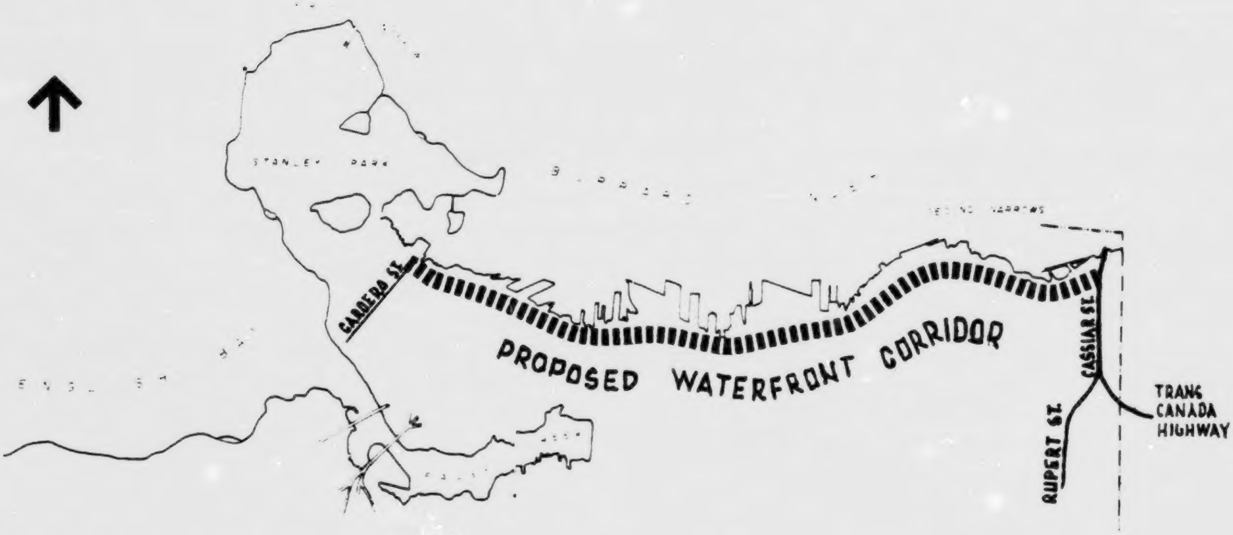
Action #1 *Maintain liason with the Vancouver Port Corporation through the Planning and Development Committee of Council (the designated liaison Committee), in order to ensure that community interests are represented in future planning and implementation of a port roadway.*

Action #2 *Accommodate adequate opportunity for community input into any decision-making process related to the joint City, Provincial and Vancouver Port Corporation detailed study of alternatives for a connection of the port roadway with the Second Narrows Bridge, with particular attention to alternatives to use of the Renfrew Street overpass and measures to discourage commuter (private automobile) use of the port roadway.*

Discussion

The question of whether or not to develop a continuous roadway across the waterfront has been discussed for many years and was brought to a head in 1983-84 during discussion of the Draft Port of Vancouver Master Plan which recommended implementation of a four lane roadway from Renfrew Street to Cardero Street in the downtown. The Port was desirous of a continous road to service the trucking demand while some community and port worker groups east of Main Street were concerned about commuter use of such a road to the detriment of port operations and public access to the waterfront.

City staff, at the request of Council, studied several waterfront roadway options, simulating future growth and traffic demand on a regional transportation computer model, and concluded that a continuous roadway was important to the long term health of the port. There was general consensus and a Council decision that commuter traffic should be discouraged from using it.



Staff also concluded that as the region continues to grow in the future, even with the introduction of improved transit, the City's streets will become overly congested to the point where difficult decisions will have to be made about street widenings, transit investments or developing new roadways.

On March 6, 1984, City Council passed several resolutions relative to a port roadway, including the following:

1. That Council support the reservation of a waterfront transportation corridor right-of-way from Cardero Street to the Second Narrows Bridge to accommodate the potential for possible future transit commuter use only.

2. That Council support a port roadway, preferably two lanes, from Cardero Street to the Second Narrows Bridge to accommodate existing and future port-related traffic, but only if the Port will take all appropriate measures to discourage commuter traffic.

3. That Council request the Port to include explicit measures in the Port Master Plan to ensure that the acreage at New Brighton Park, including waterlots, not be reduced or compromised; and that the amenities and integrity of the park are protected.

4. That the Port of Vancouver, in conjunction with the City and the Ministry of Transportation and Highways, be requested to participate in a detailed study of the connection of the port roadway to the Second Narrows Bridge. That study should include alternatives to the upgrading of the Renfrew Street overpass and should investigate ways to ensure that commuter use of the port roadway is discouraged.

5. That as part of the process of involving the City in planning the future development of the Port of Vancouver, Council discuss port-related issues on an ongoing basis through the liaison committee representing the Board of Directors of the Port, the Park Board and Council.

   Further that Council initiate discussions with the liaison committee to explore the feasibility of establishing a more formal and broad-based organizational mechanism with administrative responsibility for all aspects of the port, including rail development, land use, environmental quality, safety, dangerous cargo regulations enforcement and emergency programs.

   And further that Council request that the Port delay finalization of the Master Plan until regional concerns have been considered and reported through municipal councils by the regional Development Services Policy Coordinating Committee.

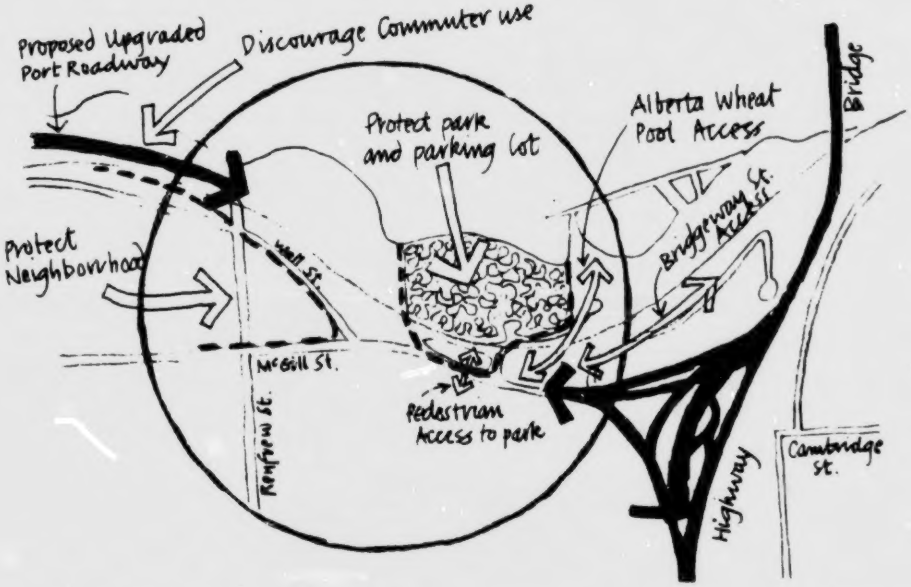
6. That Council request the Port to continue to consult the various planning advisory committees appointed by Council and other appropriate community groups when planning future port improvements.

The Hastings-Sunrise Citizens' Planning Committee interpret the foregoing Council resolution number 2 as support for a discontinuous port roadway, being consistent with the Committee's position and that of the Waterfront Coalition. The Committee also interprets Council's position as not supporting extension of the proposed waterfront roadway east of the Second Narrows Bridge.

Jurisdiction over port activities changed in mid-1984 with the establishment of the Vancouver Port Corporation, replacing the Port of Vancouver. The Vancouver Port Corporation has not adopted the Draft Port of Vancouver Master Plan, choosing instead to consider it only as a reference document. Nonetheless, Council's comprehensive policy position, as reflected in its resolutions of March 6, 1984, presents a good basis for future discussions with the Vancouver Port Corporation, is endorsed by the residents of Hastings-Sunrise and supported by this plan.

Another debate has centered around the best way to connect the port roadway with the Second Narrows Bridge and the proposed freeway connector. The solution should not impact New Brighton Park, should maintain access to Bridgeway and the Alberta Wheat Pool and should not unduly impact residents on Renfrew and Wall Streets. The draft Port Master Plan recommended upgrading of the existing Renfrew overpass and then participation in a study with the City and Provincial Highway Department to determine the best way to connect with the bridge and freeway.

As noted in Council's resolution #4 above, Council supported the need for a joint study of the port road connection to the Second Narrows Bridge. Council went further, maintaining that this study should include alternatives to the upgrading of the Renfrew Street overpass and investigate ways to ensure that commuter (private automobile) use of the port roadway is discouraged. This study is expected to be underway shortly, with terms of reference for the study consultants incorporating the foregoing areas of investigation.


Proposed Upgraded Port Roadway
Discourage Commuter use
Protect park and parking lot
Alberta Wheat Pool Access
Bridge
Bridgeway St. Access
Protect Neighborhood
Wall St.
McGill St.
Renfrew St.
Pedestrian Access to park
Cambridge St.
Highway

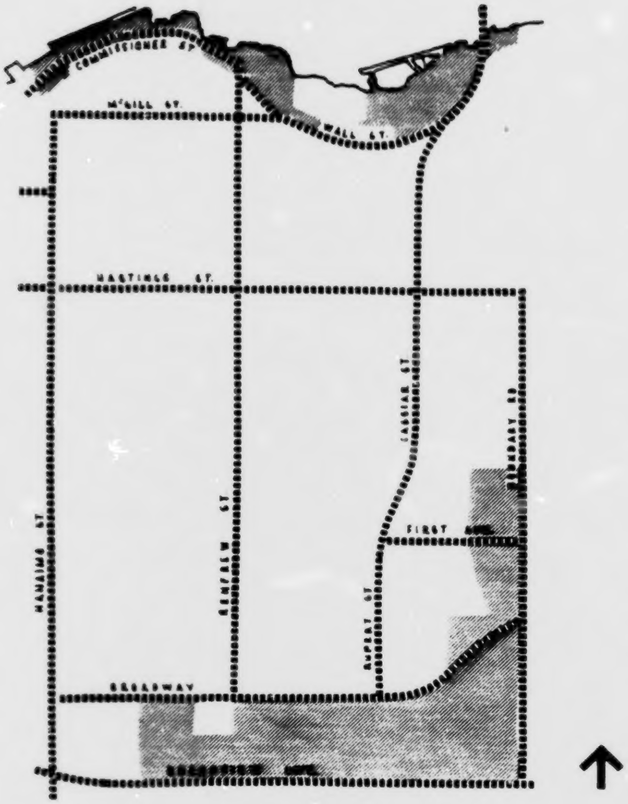
PROPOSED PORT TO CASSIAR CONNECTOR STUDY AREA & LOCAL CONCERNS

5. Truck Traffic

POLICY 2.5	*Truck traffic should be confined to approved truck routes.*
Action #1	*Enforce the Streets and Traffic By-law, prosecuting truck drivers who deviate from approved truck routes.*

Discussion

Approved truck routes in Hastings-Sunrise are illustrated on the map below. Most of these have been designated for many years, although some alterations have occurred in recent years. Wall Street and Adanac Street between Boundary Road and Cassiar Street have been deleted as truck routes. East First Avenue between Boundary Road and Rupert Street has been added as a truck route.


COMMISSIONER ST.
McGILL ST.
WALL ST.
HASTINGS ST.
CASSIAR ST.
BOUNDARY RD.
FIRST AVE.
NANAIMO ST.
RENFREW ST.
RUPERT ST.
BROADWAY

Approved Truck Routes

Signing of approved truck routes was improved throughout the city in 1982 and the Police Department contingent assigned to enforce truck route and other truck related aspects of the By-law has been increased from 2 staff to 35. Nonetheless, residents note that a number of trucks continue to deviate from approved truck routes so as to cause noise and safety concerns and complaints. Prosecution of offenders under the Streets and Traffic By-law should resolve this.

6. Transit

POLICY 2.6 *Existing transit service should be maintained and expanded as the need and demand arise.*

Action #1 *Encourage B.C. Transit to regularly monitor ridership levels on all transit routes and improve service where ridership levels increase and decrease hourly service as ridership levels dictate.*

Action #2 *Encourage B.C. Transit to extend the Hastings Express bus service through Burnaby with appropriate stops in Hastings-Sunrise as needed.*

Action #3 *In conjunction with the foregoing, encourage B.C. Transit to study the potential of relocating the Kootenay Loop eastward.*

Action #4 *Encourage B.C. Transit to establish a Broadway/Lougheed express service through Burnaby.*

Action #5 *Encourage B.C. Transit to establish a First Avenue bus service from Burnaby to the downtown.*

Action #6 *Encourage B.C. Transit to establish a transit service on Renfrew Street north of Hastings Street, and to provide more frequent service along the east/west bus route along McGill Street into Vancouver Heights.*

Action #7 *Encourage the Province and the Vancouver Port Corporation to give further consideration to a commuter rail service along the waterfront corridor to service the eastern municipalities, including a stop to service Hastings-Sunrise when and if required.*

Action #8 *Encourage the P.N.E. to provide bus service to future annual fairs as was done during the transit lockout in 1984.*

Action #9 *Move the Rupert Bus northbound stop at First Avenue closer to the intersection.*

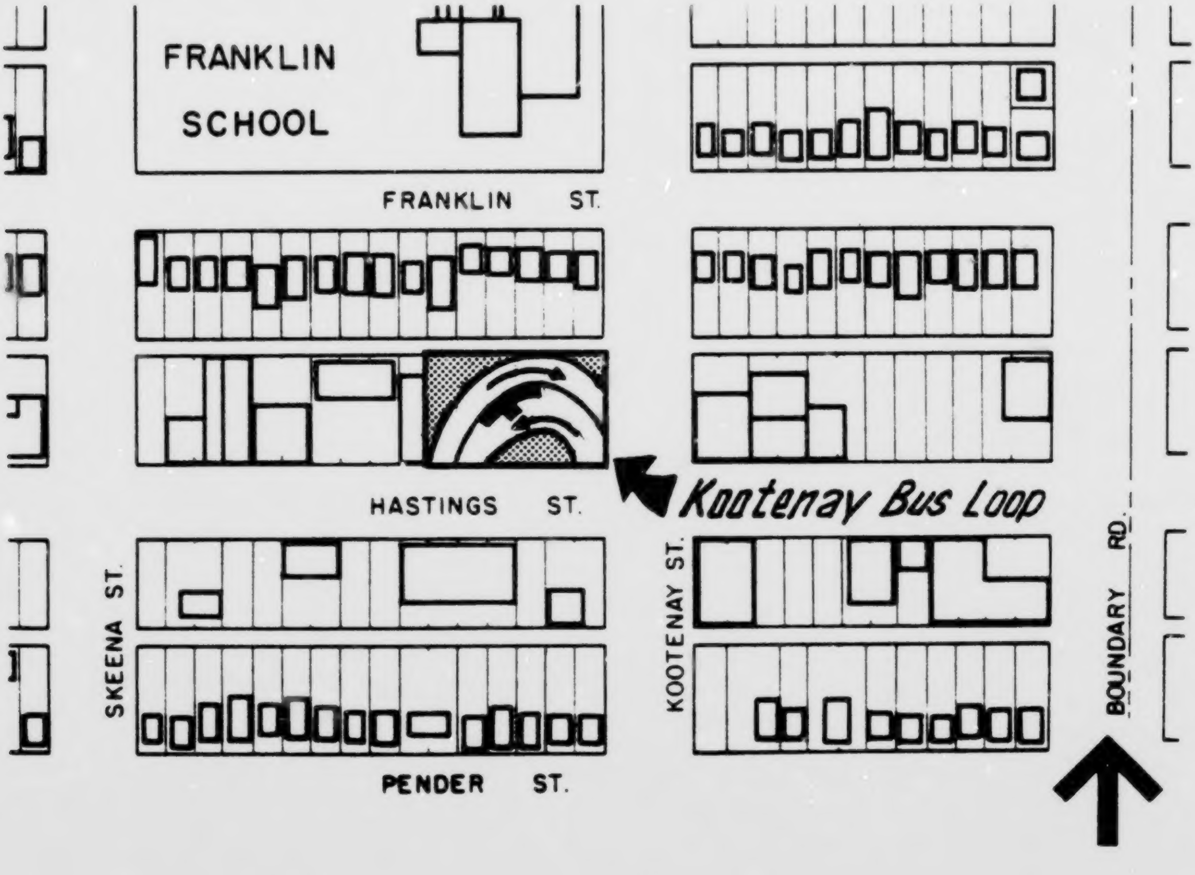
Action #10 *Install more bus shelters at heavily used stops and near schools, community centres and seniors housing facilities.*

Discussion

City policy states that much of the increasing demand for commuter trips to and from the downtown from suburban municipalities should be accommodated by transit providing it is fast, convenient and not too expensive. In practice, these features are not always possible and many commuters will drive to work even in the face of a number of factors such as congested streets and the high cost of downtown parking. The downtown transportation plan's goal of 60 percent transit has not yet been met. What is needed is a balanced approach with as much emphasis as possible on transit service. Commuter demand is currently down somewhat, possibly for a variety of reasons. Transit service has been reduced somewhat in recognition of this reduced demand. As the economy improves, and transit demands increase, it will be imperative that transit service meet the increased demand.

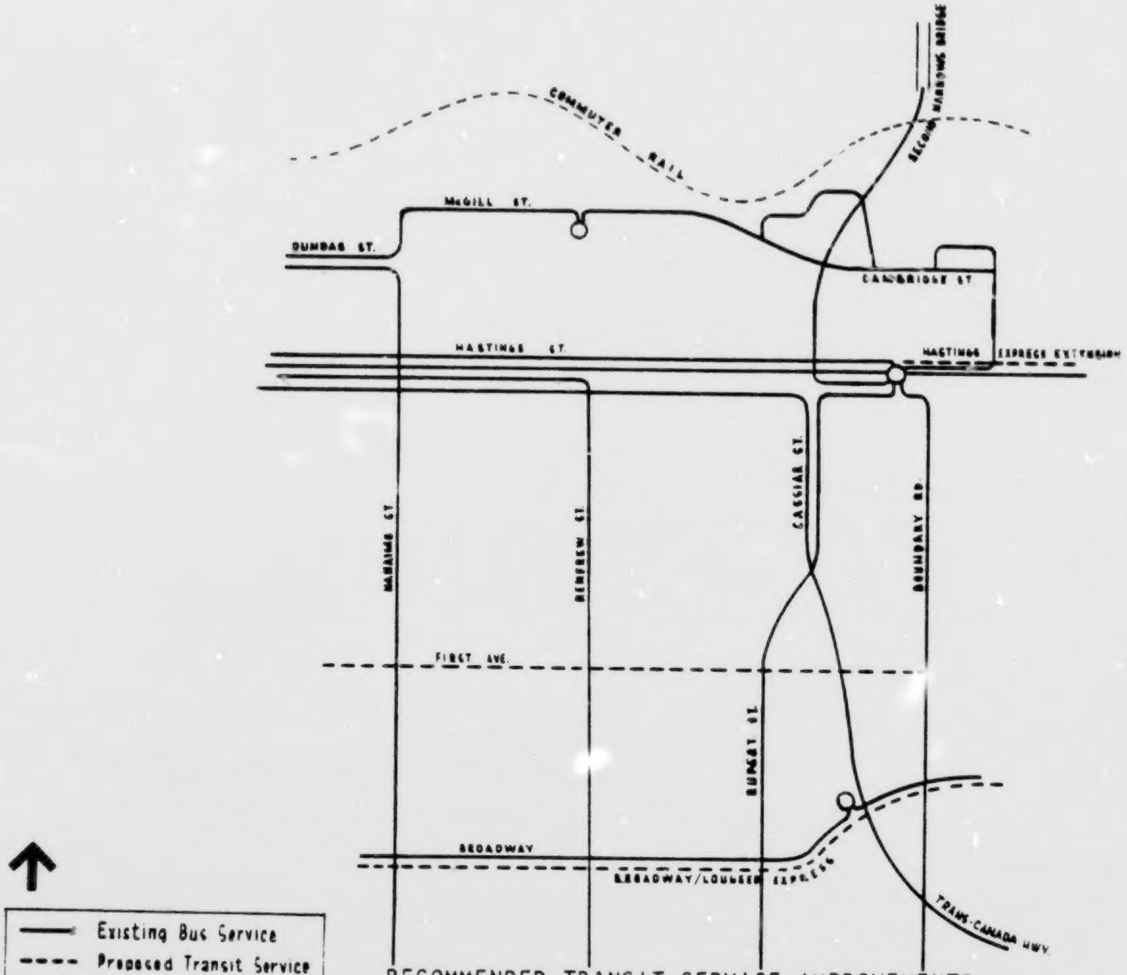
B.C. Transit has already identified the need to provide a fastbus service into Burnaby. This project is scheduled to be implemented in the 1985/86 fiscal year. In conjunction with other proposed route revisions in North Burnaby, this route extension will improve service by eliminating the need for Burnaby transit patrons to transfer at the Kootenay Loop. The amount of activity in this loop will be reduced.

Additional local benefits could be realized by relocating the Kootenay Loop further to the east. This could allow for better integration with bus service along Willingdon and would increase accessibility to the core of this East Hastings commercial area. There are, however, considerations regarding general transit system requirements that must be addressed. B.C. Transit have been investigating possible electrification east of the Kootenay Loop and this would be a prerequisite to loop relocation. Electrification and relocation of the loop should be studied further by B.C. Transit.



Depending on ridership patterns, the proposal to implement a Broadway/Lougheed express service through Burnaby may have merit. Such an express service would likely operate with stops only at transfer points. B.C. Transit should investigate present ridership patterns to determine whether there would be demand for this type of service.

In addition, there is presently a considerable gap in the route structure between east-west service on Broadway and on Hastings Street. A First Avenue service would fill this gap and could be integrated with the Broadway or Main Street ALRT stations.


SECOND NARROWS BRIDGE
COMMUTER RAIL
McGILL ST.
DUNDAS ST.
CAMBRIDGE ST.
HASTINGS ST.
HASTINGS EXPRESS EXTENSION
NANAIMO ST.
RENFREW ST.
CASSIAR ST.
BOUNDARY RD.
FIRST AVE.
RUPERT ST.
BROADWAY
BROADWAY/LOUGHEED EXPRESS
TRANS-CANADA HWY.
Existing Bus Service
Proposed Transit Service

RECOMMENDED TRANSIT SERVICE IMPROVEMENTS

Much of the increase in residential growth in the region is occurring in and around Coquitlam and this would be well served with a commuter rail service along the Burrard Inlet waterfront and inland along the existing rail lines. Although discussed for many years, the project was shelved due to its cost but should be reconsidered for future funding by the Provincial Government if this high cost can be rationalized.

The bus system is well used in Hastings-Sunrise. Shelters are available through the commercial bus shelter program (Seaboard Advertising) and the City's own program. The rate of shelter installations under the commercial program has slowed in recent years, although several are installed throughout the City each year. Recently, funds have been budgeted for the installation of about 50 City-owned shelters over the next 3 years. Bus shelters from these sources should be provided at bus stops and seniors housing facilities as soon as it is feasible recognizing the need for shelters in other parts of the City.

7. Pedestrian Safety

POLICY 2.7 *Appropriate traffic control measures to ensure safe pedestrian movement across arterial streets should be improved upon or added as required.*

Action #1 *As part of the 1985 Council review of pedestrian crossings, give favourable consideration to:*

a) upgrading of the existing crosswalk with flashing signal on Rupert Street at Fourth Avenue to a pedestrian actuated traffic light to increase safety for young children and seniors wishing to access Sunrise Park; and

b) upgrading of the painted crosswalk with overhead flashing light at Hastings and Kamloops Streets through installation of a pedestrian actuated signal.

Action #2 *Refer to the P.N.E. Impacts Committee for recommendation the issue of pedestrian crossings of Renfrew Street adjacent to the P.N.E., with particular regard to possible relocation or elimination of existing crosswalks.*

Action #3 *Ensure provision of adequate pedestrian linkages across the Cassiar Freeway Corridor through consideration at the detailed design stage of which ever alternative scheme is selected, with linkages provided at least in the vicinity of Charles, Adanac, Hastings, Triumph and Cambridge Streets.*

Action #4 *Request the City Engineer to investigate the need for an additional pedestrian crossing on McGill Street at Kamloops Street, and to investigate with the Broadway Tabernacle the feasibility of a pedestrian signal at Broadway and Slocan Street to be activated only by the Broadway Tabernacle.*

Action #6 *Request the City Engineer, in conjunction with the Hastings Community Centre Association, to review the matter of pedestrians crossing Hastings Street at Lillooet Street and to report as necessary with recommendations to the Transportation Committee of Council to either more safely accommodate or preclude such crossing.*

Action #7 *Request the City Engineer to investigate various means to enhance the safety of students crossing Nanaimo Street near Templeton High School, in consultation with police and the school principal.*

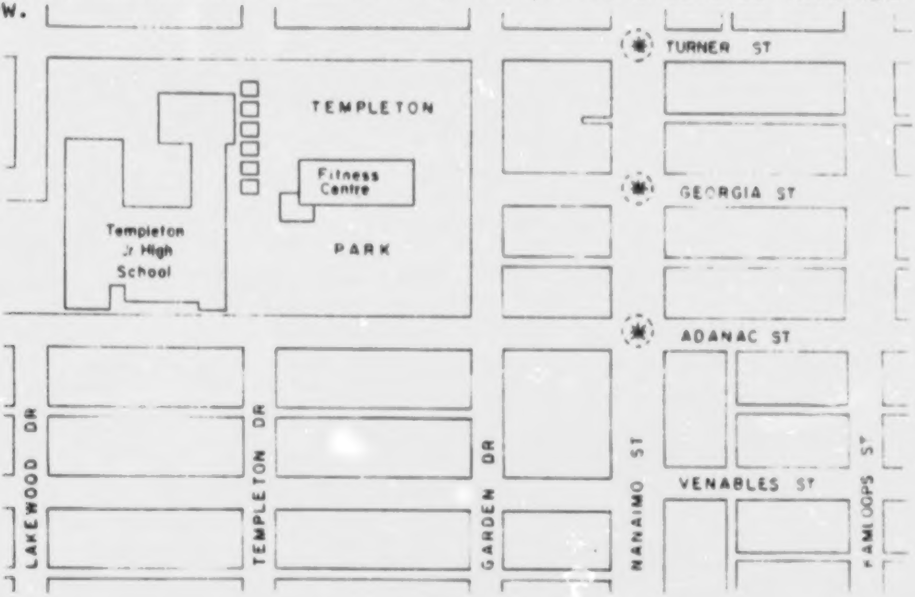
Discussion

Over the years, pedestrian crossing conditions in Hastings-Sunrise have been improved as appropriate with various traffic control measures. Crosswalks have been marked and pedestrian actuated traffic lights have been installed at several locations on Hastings Street, First Avenue, Renfrew Street and Pupert Street. Flashing warning lights have been installed over crosswalks in other locations. After much public discussion, Council approved funds to build a pedestrian overpass across Wall Street in order to link New Brighton Park with the Vancouver Heights neighbourhood, and this was completed in 1981.

In reviewing the need for pedestrian crossings, the City must be aware of the need for consideration of pedestrian safety but must also recognize that placing too many obstacles to the free flow of commuter traffic will cause motorists to seek alternate routes through local streets, creating hazardous conditions there. In addition, a marked crosswalk or pedestrian signal does not automatically improve safety under all conditions.

Apart from the need to provide for convenient access across the Cassiar Corridor to be addressed in the final design work on the freeway connector, pedestrian considerations were assessed at several other locations:

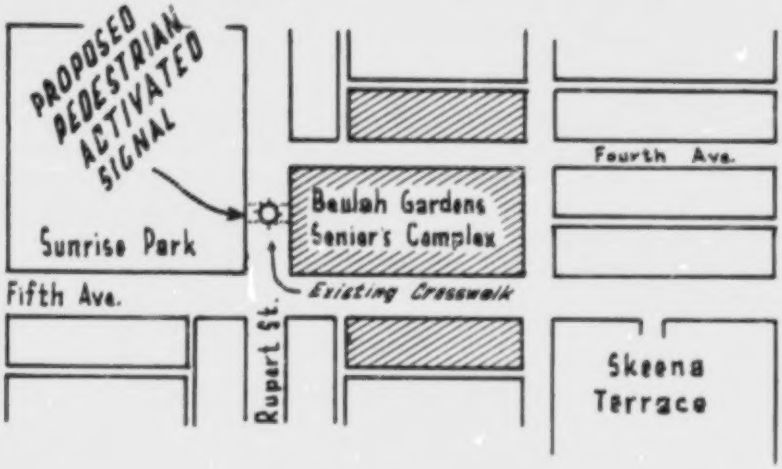
1) Lack of a crosswalk on Nanaimo Street between Hastings and Charles Street: Particularly during the morning peak period, many students attending Templeton High School compete with commuter traffic to get across the street. There are no crosswalks and traffic is often reluctant to stop to allow pedestrians to cross. It is recommended that consideration be given to various means to potentially increase the level of safety for these pedestrians. A crosswalk with a pedestrian actuated signal should be considered on Nanaimo at an appropriate location to best satisfy pedestrian demand without facilitating east/west commuter traffic. The principal of the school and the police should be involved in this review.



✳ **Alternate Locations for Crosswalk with Flashing Signal**

2) Pedestrian crossings on Renfrew Street adjacent to the P.N.E.: The location and adequacy of existing pedestrian crossings should be reviewed to ensure that these are most suitable in terms of bus stop locations on Renfrew Street and specific P.N.E. facilities commonly being attended. Signalization at the Dundas Street intersection has been considered but deemed undesirable as it may not be necessary for pedestrian movement and may tend to facilitate vehicular turning movements and encourage greater traffic on Dundas Street. The number of pedestrians wishing to cross Renfrew Street to/from P.N.E. events should also decline as increased control is brought to bear on backyard pay parking. Specific recommendations for relocated and/or additional pedestrian crossings cannot be put forward at this time. This matter should be further considered, most appropriately by the P.N.E. Impacts Committee.

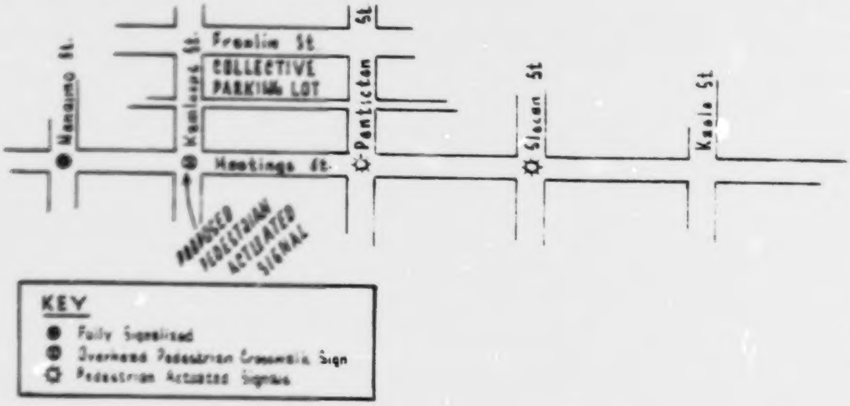
3) Upgraded crossing on Rupert Street between Fourth and Fifth Avenues: Sunrise Park is located on the west side of Rupert Street between Third and Fifth Avenues. On the east side of Rupert Street and almost directly opposite is the Beulah Gardesn senior citizens' complex. One block further to the southeast is the Skeena Terrace housing project. A marked crosswalk with advance signing, pavement markings, illuminated overhead signs and flashers presently exists to aid pedestrians crossing Rupert Street south of Fourth Avenue.



This location is most appropriate for service and safety, although it is still considered by the Planning Committee hazardous being on the crest of a hill. For this reason and in order to facilitate safe crossings to and from Sunrise Park by neighbouring senior citizens and young children, the committee believes that pedestrian crossing should be upgraded to a pedestrian actuated signal.

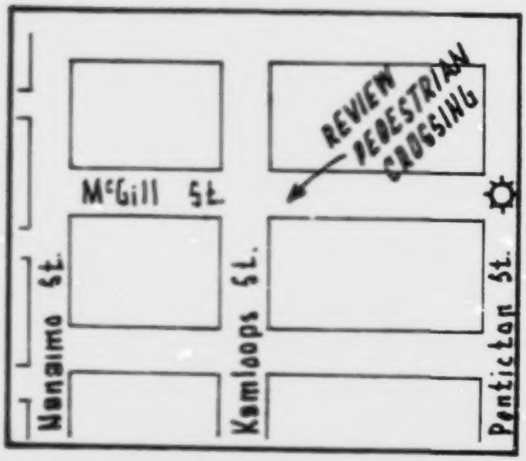
4) Hastings Street at Kamloops Street: This intersection is located in the heart of the commercial area and Kamloops is the westerly street adjoining the collective parking lot. In 1979, following extensive community support for a pedestrian actuated traffic signal, Council approved the

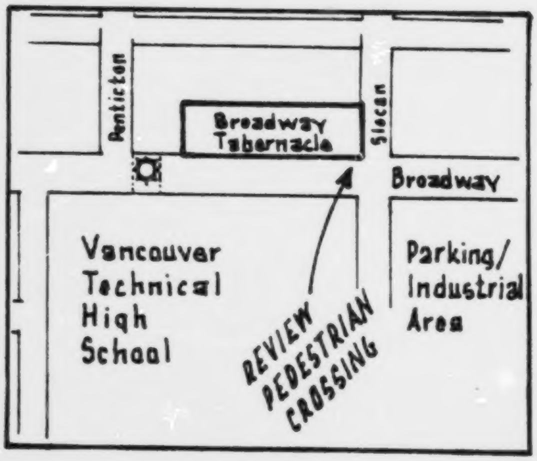
recommendation of its Transportation Committee which called for installation of an "overhead pedestrian crosswalk sign" at the Hastings and Kamloops intersection. The community advocates were satisfied at the time that they had achieved this objective; however, the sign installed in 1981 comprised a flashing amber light and two illuminated pedestrian crossing signs. Both intersections to the east at Penticton and Slocan Streets have pedestrian actuated signals and the Nanaimo Street intersection is fully signalized.


Franklin St
St
COLLECTIVE
PARKING LOT
Nanaimo St.
Kamloops St.
Penticton
Slocan St
Kaslo St
Hastings St.
PROPOSED PEDESTRIAN ACTUATED SIGNAL
KEY
● Fully Signalized
⊕ Overhead Pedestrian Crosswalk Sign
☼ Pedestrian Actuated Signals

The community maintains that the pedestrian crossing on Hastings Street at Kamloops is inadequate and should be upgraded to provide a pedestrian actuated signal. This may also assist vehicular traffic in accessing the collective parking lot by facilitating turning movements on Hastings Street without jeopardizing pedestrian safety.

5) McGill at Kamloops and Broadway at Slocan: Both the intersections of McGill at Kamloops and Broadway at Slocan Street are only one block away from existing pedestrian actuated signalized crossings. Nonetheless, both of these intersections are considered hazardous by the Planning Committee and should be reviewed as to pedestrian crosswalk improvements. The City Engineer has reviewed the Broadway and Slocan intersection at the request of the Broadway Tabernacle and has indicated that a signal is not warranted by virtue of the signal at Broadway and Penticton.


REVIEW PEDESTRIAN CROSSING
McGill St.
Nanaimo St.
Kamloops St.
Penticton St.


Penticton
Broadway Tabernacle
Slocan
Broadway
Vancouver Technical High School
Parking/ Industrial Area
REVIEW PEDESTRIAN CROSSING

The City Engineer should, however, be requested to consider alternate signalization at Slocan. Specifically, he should investigate with Broadway Tabernacle representatives the feasibility of a pedestrian actuated crosswalk signal to be key activated by the Broadway Tabernacle only immediately preceeding and following its services when parishoners are crossing Broadway to parking spaces available within the industrial area to the south.

As traffic flows increase in future years, it will be necessary to be particularly observant of pedestrian crossing conditions and be prepared to install new measures or upgrade existing measures as the need requires.

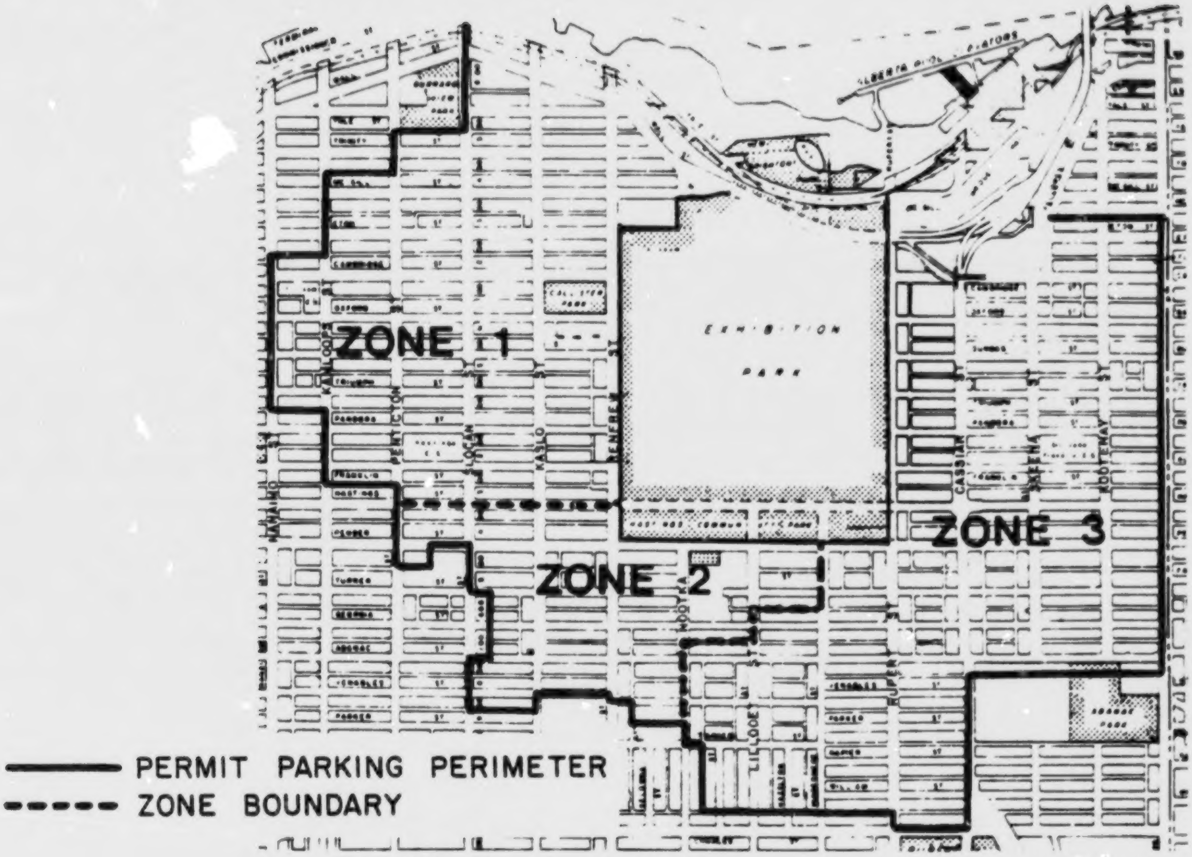
8. Residential Parking Around Exhibition Park

POLICY 2.8	*The Resident Permit Parking system should be maintained.*
Action #1	*Continue to monitor the effectiveness of the Resident Permit Parking (RPP) system, in conjunction with residents, and make amendments as necessary to ensure residents are given good protection against on-street parking by users of Exhibition Park.*
Action #2	*In the next RPP review, consider fully the implementation of block specific permits and visitor passes, and tow away instead of ticketing offending vehicles.*

Discussion

One of the first activities of the planning program in 1980 was to revise the old "Resident Parking Only" system of regulations that existed in the area around Exhibition Park. Because of difficulties in enforcing of the old system and because it tended to encourage circulation of motorists on local streets looking for spaces that were legal to park, the area was heavily impacted by non-local traffic and parking. This traffic and parking severely degraded the residential environment, much to the objection and frustration of local residents.

After a thorough public process, a new system, "Resident Permit Parking" (R.P.P.) was introduced into a wide area around Exhibition Park. During major P.N.E. events, only identified residents' and guests' vehicles are permitted to park on the street in whichever of the three zones being enforced. Enforcement dates are posted on changeable tab signs and listed in a brochure regularly distributed by the P.N.E.. After an opinion poll carried out in 1982, Council approved the reduction of the area boundary, better signage and other minor amendments, based upon neighbourhood support for the overall R.P.P. system.


ZONE 1
ZONE 2
ZONE 3
EXHIBITION PARK
KAMLOOPS
PENTICTON
SLOCAN
KASLO
RENFREW ST
NANAIMO ST
CASSIAR
SKEENA
KOOTENAY
LILLOOET
RUPERT
PERMIT PARKING PERIMETER
ZONE BOUNDARY

RESIDENT PERMIT PARKING ZONE - 1984

Outstanding community concerns are mainly the desire by some to have more than one visitor's pass and the lack of enforcement of the R.P.P. system in back lanes. Also, the first block to the west of Renfrew Street continues to experience heavy on-street parking although most of this is legal as some local residents park their own cars on the street to attend events at the P.N.E.. Staff reports to Council have concluded that giving out of more than one visitor's pass per household would worsen the on-street problem close to Exhibition Park and Council has approved retention of the single pass system. Back lane enforcement is an ongoing concern related to lack of police manpower to do it adequately and some misunderstanding about the extent of R.P.P. regulations in lanes. The problem is slowly being resolved through correspondence with the Police Department and implementation of the civilian parking enforcement program.

Although not a panacea, the R.P.P. system offers a good level of protection for residents from users of Exhibition Park who would rather park on local streets instead of in P.N.E. parking lots. The R.P.P. system has significantly improved the quality of the residential environment. The system should be maintained, monitored and amended as necessary in response to changes at Exhibition Park.

9. Backyard Pay Parking (BYPP)

POLICY 2.9 *Backyard Pay Parking (BYPP) serving patrons attending events in Exhibition Park should be significantly reduced and regulated as necessary to restore the residential environment to the RS-1 areas around the Park.*

Action #1 *Enforce the new provisions of the Zoning and Development By-law enacted in January 1985 which limit new BYPP operations to a maximum of one rental space on a site and also specify the maximum number of legal parking spaces whicn may be permitted on residential sites of various width.*

Action #2 *Prepare further recommendations to City Council on additional measures which may be pursued to control both BYPP operations and related activities such as street solicitation.*

Action #3 *Monitor the situation and make recommendations for adjustments as necessary in order to fully achieve the foregoing policy.*

Discussion

Patrons attending events at the PNE have rented parking spaces on privately-owned residential property, in addition to traditional utilization of residential streets and lanes for parking purposes. The Resident Permit Parking system addressed under Policy 2.8 has focused on the on-street parking impacts. More recent Council action has begun to address the excessive and obnoxious practice of backyard pay parking (BYPP).

Following a Pubic Information Meeting in October, 1984, chaired by City Council's Transportation Committee, Council considered at Public Hearing in December and subsequently enacted amendments to the Zoning and Development By-law regarding BYPP. THe amended By-law, if adequately enforced, will limit the likelihood of BYPP operations spreading throughout the community. In addition, having clarified previous By-law provisions concerning the maximum number of parking spaces permitted on sites, most sites near the PNE will now be limited to a maximum of three parking spaces. This added clarity in the By-law will enable enforcement action against the many BYPP operators who commonly provided rental parking space to many, many cars, with no consideration to the privacy and enjoyment of their neighbours and the overall degradation of the neighbourhood as a residential environment.

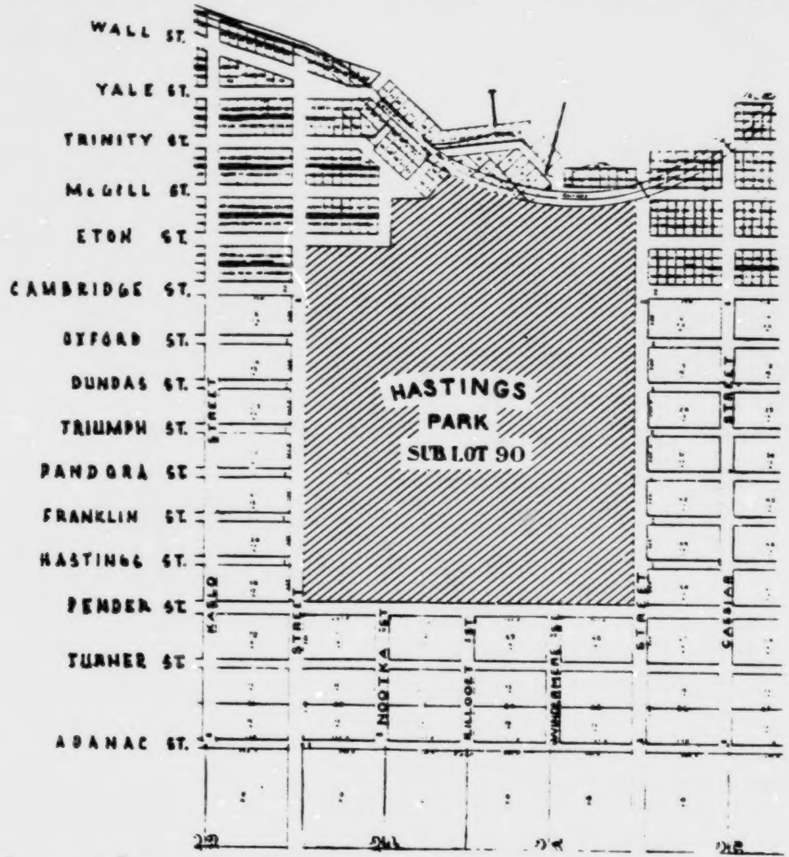
The new By-law provisions will, however, require enforcement in order to be effective and additional steps, such as licensing, may be required in order to fully bring the BYPP situation under control. As previously requested by Council, staff should, as a high priority, report back on additional steps which may be pursued (such as evening enforcement and licensing) and, with community input, present recommendations for Council's consideration.

Whichever additional measures Council may puruse (if any), the BYPP issue should be monitored and refined/augmented as necessary in order to restore the residential environment to the RS-1 areas around Exhibition Park.

Exhibition Park

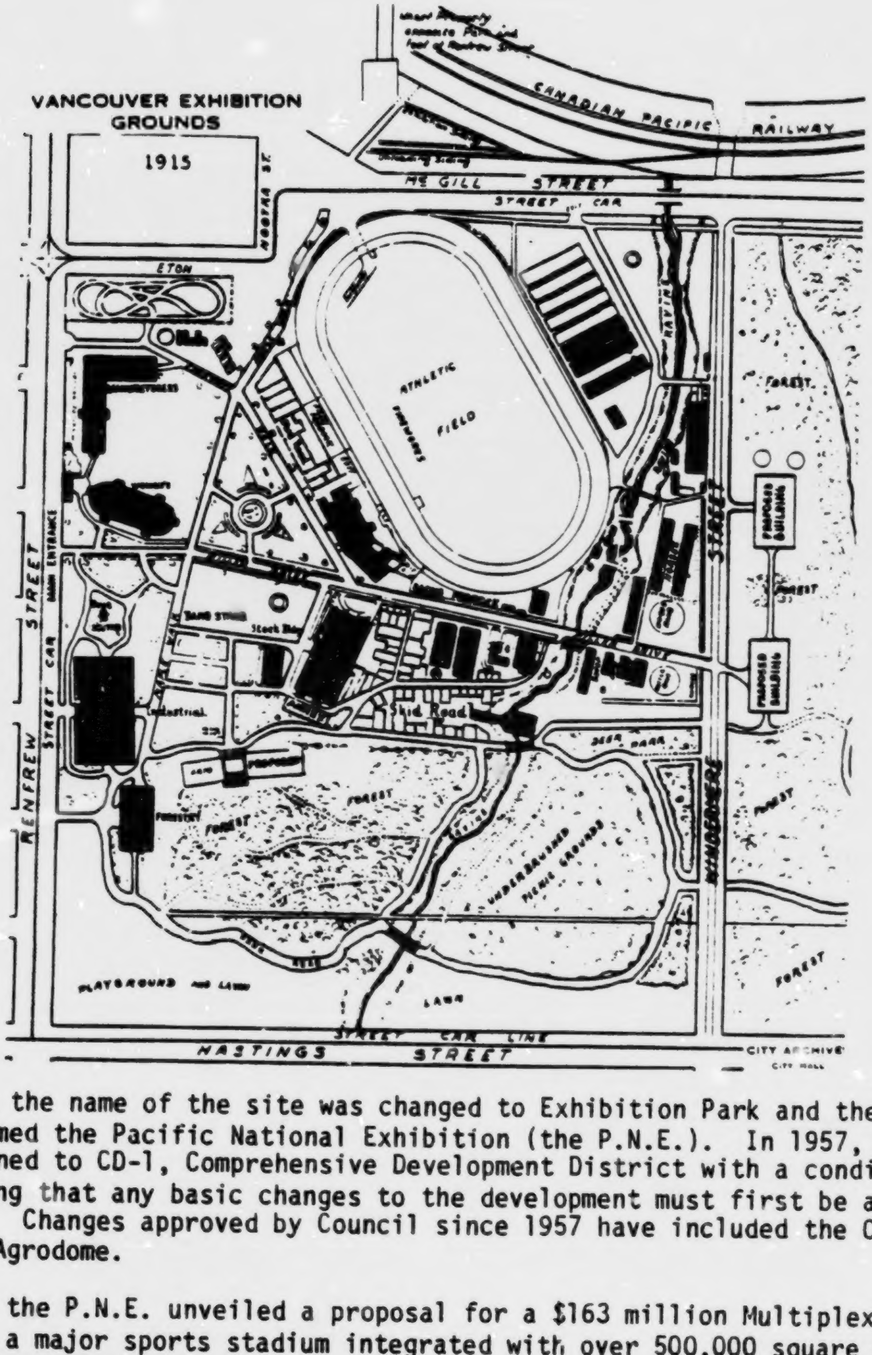
Historical Perspective

Exhibition Park, originally named Hastings Park, was granted upon trust by the Province to the City of Vancouver in 1889 "as a park for the recreation and enjoyment of the public" just three years after the City was incorporated. It consisted of 64.75 ha (160 acres) of forested area and there was little development at the park until 1891 when the B.C. Jockey Club proceeded to build a racetrack on a portion of the park leased from the City.


WALL ST.
YALE ST.
TRINITY ST.
McGILL ST.
ETON ST.
CAMBRIDGE ST.
OXFORD ST.
DUNDAS ST.
TRIUMPH ST.
PANDORA ST.
FRANKLIN ST.
HASTINGS ST.
PENDER ST.
TURNER ST.
ADANAC ST.
HASTINGS PARK SUB LOT 90
KASLO STREET
STREET
NOOTKA ST.
KILLOOET ST.
WINDERMERE ST.
STREET
CASSIAR STREET

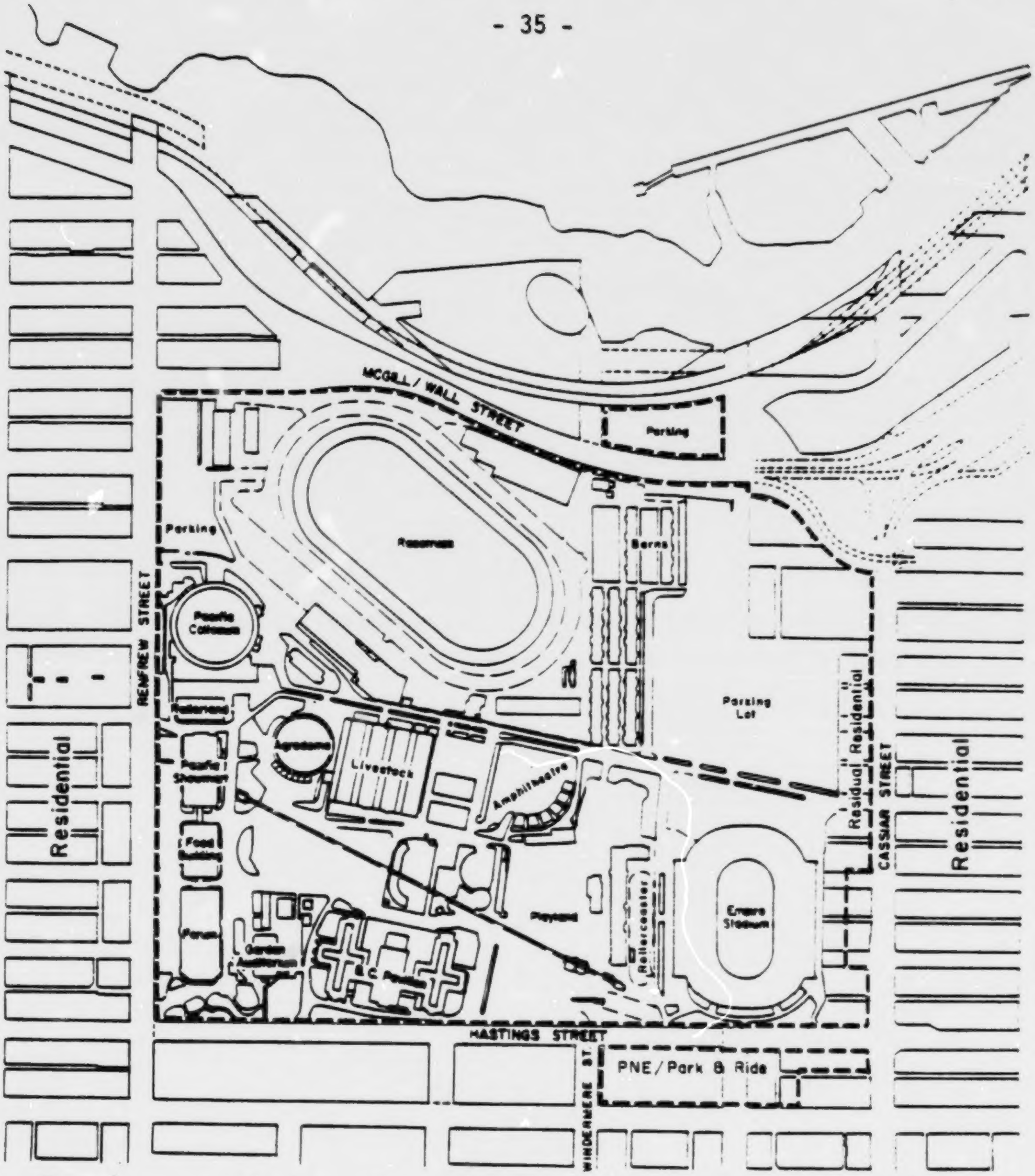
Hastings Park- *Crown Grant 1889*

In 1908, the idea of establishing an exhibition in Vancouver came together with the formation of the Vancouver Exhibition Association (V.E.A.) whose constitution called on it to organize and conduct exhibitions on farming, industrial resources, mechanical and scientific knowledge, nature, art, trade, commerce and natural resources development. Initially, in 1909, the V.E.A. leased 24.28 ha (60.0 acres) in Hastings Park from the City and raised money by way of private membership, a City money by-law and the charging of admission. By 1914, the V.E.A. had applied for and secured leases covering all but 4.1 ha (10.13 acres) of the park, the remaining 4.047 ha (10.0 acres) being located south of Hastings Street under the control of the Park Board.


VANCOUVER EXHIBITION GROUNDS
1915
CANADIAN PACIFIC RAILWAY
MC GILL STREET
STREET CAR
NOOTKA ST.
ETON
ATHLETIC FIELD
FIREWORKS
RAVINE
FOREST
PROPOSED BUILDING
PROPOSED BUILDING
RENFREW STREET
STREET CAR
MAIN ENTRANCE
Stock Bldg
Industrial
Skid Road
DEER PARK
FORESTRY
FOREST
UNDERBRUSHED PICNIC GROUNDS
PLAYGROUND AND LAWN
LAWN
HASTINGS STREET
STREET CAR LINE
RENFREW STREET
CITY ARCHIVES
CITY HALL

In 1946, the name of the site was changed to Exhibition Park and the V.E.A. was renamed the Pacific National Exhibition (the P.N.E.). In 1957, the site was rezoned to CD-1, Comprehensive Development District with a condition of the zoning that any basic changes to the development must first be approved by Council. Changes approved by Council since 1957 have included the Coliseum and the Agrodome.

In 1978, the P.N.E. unveiled a proposal for a $163 million Multiplex that included a major sports stadium integrated with over 500,000 square feet of exhibit space in a huge oval-shaped structure, replacing the older buildings on the west side of the park. The proposal did not materialize as a result of the Provincial Government's decision in 1980 to secure lands on the north shore of False Creek as necessary to accommodate Expo '86 and to build B.C. Place Stadium as a centrepiece of this international exposition.


McGILL / WALL STREET
Parking
Racetrack
Barns
Parking
Pacific Coliseum
RENFREW STREET
Rollerland
Agrodome
Livestock
Amphitheatre
Parking Lot
Residual Residential
CASSIAR STREET
Residential
Residential
Pacific Showmart
Food Building
Forum
Garden Auditorium
B.C. Pavilion
Playland
Rollercoaster
Empire Stadium
HASTINGS STREET
WINDERMERE ST.
PNE / Park & Ride

Present Site Development **- Exhibition Park**

Since the 1970s the P.N.E. has been recognized as one of the largest facilities of its type on the continent. Its successes have not, however, been without serious trade-offs. Residents in Hastings-Sunrise have, for years, objected to the commercialization of the "public" park and these same residents suffer from traffic, parking and noise impacts from P.N.E. activities in what has become a year-round operation. Official community use of the grounds was, until recently, limited to partial use of the South Forum for organized amateur skating groups and even this use was contested by the P.N.E. in the past. More recently, the ice making equipment has been removed from the Forum and the Agrodome has been provided with an ice surface, accessory change rooms and other related facilities. While this is viewed as a positive step towards providing uninterrupted usage for community groups, no formal mechanism exists to ensure this usage continues longer than the seasonal contract signed each year.

Need for a Policy Framework

Concern about the poor relationship between the community and the P.N.E. has been well documented and in 1980 - 1981 the Hastings-Sunrise Citizens' Planning Committee formulated and adopted a set of draft principles that it wished to see incorporated in future planning of Exhibition Park. The principles, summarized below and reproduced in full as Appendix 'B', included recommendations that:

- planning be done on a cooperative basis;
- a regional analysis of location and need for current P.N.E. functions be done;
- Playland be relocated;
- the majority of the area be allocated as accessible green open space with various community facilities; and
- that some measures be implemented now to reduce current P.N.E. impacts. (See other sections, particularly Section 2: "Traffic and Transportation", for progress on this item.)

In developing these principles, the HSCPC acknowledged that the P.N.E. does provide many benefits in terms of employment and economic "spin-offs", the former being addressed in the seventh principle (see Appendix 'B'). However, the HSCPC also recognized that there are many costs related to the P.N.E., including various municipal services and neighbourhood impacts. Although not comprehensive, a balanced benefit/cost assessment of the P.N.E. is attached as Appendix 'C'.

In 1980, the P.N.E. unveiled a new proposal to demolish most of the older structures on the site and erect a 277,000 square foot enclosed exhibition space and 284,000 square feet of roofed but open exhibition area. The proposal also called for the expansion of Playland and other site improvements and was based on the premise that expanded, up-to-date facilities would increase attendance and improve financial returns. The plan was a narrow response to the broader set of problems and opportunities at Exhibition Park and did little to address the question of impacts on the surrounding community. Thus far, the P.N.E. has been unsuccessful in raising the funds to implement the plan.

In 1981, City Council, acting on recommendations of the Director of Planning, approved in principle the need for the City to prepare a policy framework for Exhibition Park through a cooperative planning process including the P.N.E. administration, the local community and other interested groups. A policy framework would provide a clear indication of City requirements and expectations inclusive of the major interested parties.

The idea of developing the policy framework was put on hold in 1982 with the appointment of the "Provincial P.N.E. Study Group" comprising six independent persons from across B.C. Their terms of reference included a review of the objectives of the P.N.E., a review of the P.N.E. Incorporation Act and consideration of future utilization of the site of the P.N.E. City Council agreed to be closely linked with and complementary to the work of the Provincial P.N.E. Study Group.

In an effort to begin to more carefully guide the evolution of the P.N.E. in the context of the uncertain future of Exhibition Park, Council on April 20, 1982 resolved:

> "That Council instruct City staff and urge the P.N.E. Board that all improvements to buildings and facilities on Exhibition Park should be referred to Council for consideration with a view to only undertaking renovations of an emergency nature that are necessary to the enforcement of City by-laws to ensure a minimum standard of health, safety and fire protection until such time as an Area Concept Plan for Exhibition Park has been adopted by Council and the Provincial P.N.E. Study Group has completed its work."

Adopted City Positions

In addition to the foregoing, in November 1982, the Director of Planning reported on the interaction to date between the City and the Provincial P.N.E. Study Group and presented a series of proposed City positions about the future of Exhibition Park and the P.N.E. After receiving numerous delegations, including input from the City's Manager of Economic Development, the Vancouver Economic Advisory Commission, the Board of Parks and Recreation, and the B.C. Jockey Club, these proposed City positions were approved by Council and forwarded to the Study Group for consideration in developing recommendations in its report. These City positions, summarized below, provide a good philosophical policy foundation but are best considered as an interim solution. Further refinement will be necessary in the future.

1. Functional Programming

- activities should shift away from trade shows/conventions, mass entertainment/gatherings, professional sports and agricultural-oriented pursuits and toward local/district/city/regional park and recreation functions, special purpose regional activities and possibly more conventional urban land uses as an extension of the community setting.

- subject to detailed analysis of costs and benefits:

  - Empire Stadium should be reduced and renovated for amateur sports use;

  - Playland should be relocated to a less sensitive area in the park or to another site altogether; and

  - the racetrack should be expanded with better use of the inside of the track and improved parking access.

- the Annual Fair should be diversified and integrated with other festivals and celebrations within the City or alternatively, on shared space at Exhibition Park. Agricultural elements should be focused towards farming communities to the east.

- land use capacities related to surrounding area impacts need to be defined.

2. Site Planning

- site planning objectives should influence how the park will be used:

  - only the Coliseum, Agrodome and Jockey Clubhouse/Grandstand should be considered as long-term fixed buildings;

  - uses should maximize sharing of spaces and buildings;

  - the existing pattern and volume of buildings should not be considered fixed;

  - security should be limited to separate buildings or spaces in order to free up the rest of the park for public use;

  - utility use (open parking, stables, etc.) of the surface should be minimized; and

  - development should reflect the natural topography and context (water and mountain views) and the surrounding neighbourhoods.

- park and recreational development should include:
  - expansion of waterfront access at New Brighton Park;
  - provision of park space for the Vancouver Heights neighbourhood;
  - re-establishment of park and recreational use of all of Hastings Park;
  - linkage of park spaces and the water across Exhibition Park;
  - addition of district park acreage for the northeast sector of Vancouver;
  - addition of programming space for the Hastings Community Centre; and
  - long-term provision of a community ice facility.

3. Administration

- changes to the use of the site should result in:
  - park and recreation spaces to be in the care and custody of the Vancouver Park Board; and
  - mass entertainment facilities to be in the care of the P.N.E. or the City.
- the P.N.E. should continue to produce an Annual Fair and should shift its responsibilities away from that of property manager for Exhibition Park and toward that of coordinator of mass assembly and sports events at various facilities within the region.

4. Existing and Future Employment

a) Any future planning and implementation should have as an objective that there be no loss of jobs.

b) In the end result, successor status is a question to be decided by the Labour Relations Board. In some cases, the means used to accomplish decentralization can affect the chance of success in a successor status application. Successor status cannot be the sole criterion for selecting the means of decentralization. However, the concerns of CUPE Local 1004 are acknowledged and shall be considered in any future planning by the City.

c) Local 1004 of the Canadian Union of Public Employees, as the largest employee group affected, should be involved in the future planning and implementation of change related to Exhibition Park, as should other affected employee groups.

City Position #4 was added by Council on May 28, 1985

The Provincial P.N.E. Study Group considered Council's input and met with the P.N.E., the Hastings-Sunrise Citizens' Planning Committee, the B.C. Jockey Club and many others before submitting its report to the Provincial Secretary at the end of 1982. The report has not yet been released for public discussion, nor has the Province since made a public decision about the future role of the P.N.E. The P.N.E. has, however, managed a recent program to upgrade the Renfrew Complex buildings and is involved in discussions regarding amateur sport use of Empire Stadium. Council has also been involved in these discussions initiated by Sport B.C. following its review of the feasibility of converting and up-grading Empire Stadium for amateur sport and general community use. Following a presentation of the redevelopment concept by Sport B.C., Council resolved:

> "That a joint Committee comprised of representatives of the City, the Park Board and Sport B.C. meet with the P.N.E. Board, as soon as possible, to define jurisdictional arrangements to ensure that Empire Stadium will become a permanent facility for amateur sport."

The City has already begun negotiations with the P.N.E. regarding lease renewal in 1985 where some of Council's positions for the park may be achieved through the conditions. The P.N.E. has thus far indicated that it is not prepared to reach any decisions in regard to Empire Stadium prior to a decision by the Province on the future of the P.N.E. Meanwhile, the City's development of a more comprehensive policy framework and concept plan has not yet begun and Council, contrary to the intent of its April 20, 1982 resolution, has recently supported improvements and a change of use of a non-emergency nature which were not necessary to ensure a minimum standard of health, safety and fire protection.

Work on an area concept plan cannot be further delayed as the City must continue to make decisions on redevelopment initiatives and other proposals which will de facto affect the future of the P.N.E., and the Attorney-General is seeking community based input from the City.

POLICY 3.1	*Council's positions for the future of Exhibition Park and the P.N.E., adopted on November 9, 1982, should be pursued by various means.*

Action *#1* — *Incorporate Council's adopted positions into the 1985 P.N.E. lease renewal conditions, subject to the limitations of the powers the City has with respect to these negotiations.*

Action *#2* — *Encourage the Provincial Government to release the 1982 report of the Provincial P.N.E. Study Group for public discussion and to make known its objectives for the future of the P.N.E.*

Action *#3* — *The City, with the participation of affected parties and using any decisions made by the Provincial Government about the future role of the P.N.E. or elements of the P.N.E., should undertake detailed land use planning and urban design work to generate a* *concept plan for Exhibition Park guided by the terms of the Trust. After the completion of the 1985 lease renewal process, the Director of Planning should be directed to report back on a specific planning program, resource requirements, timing and appropriate participants.*

Action #4 *Review and revise the CD-1 zoning pertaining to Exhibition Park to assist in implementing the approved concept plan or, in the absence of an approved plan, to more accurately reflect the existing development.*

Action #5 *In undertaking the above noted land use planning and urban design work, Council and staff acknowledge the HSCPC's continuing concern with:*

- *relocation of Playland elsewhere on Exhibition Park (it should be relocated to another site);*
- *expansion of the racetrack; and*
- *use of part of the site for park and ride to the downtown stadium.*

Action #6 *Council revise its policy position of November 9, 1982 to:*

a) *clarify that the provision of a community ice facility is to incorporate community use throughout the year for lacrosse, rollerskating and similar activities when the ice surface is not installed; and*

b) *include a review of the number, location and design of off-street parking ingress and egress, as part of the future detailed land use planning and urban design work.*

Discussion

Through exhaustive research and correspondence by Mr. Guy Faint, a resident of the community, the Attorney-General of the Province of B.C. has acknowledged first in a letter to Mr. Faint (copies to the City and P.N.E.) dated April 23, 1982 and later confirmed to the Legislature (Hansard, June 22, 1982) that "... the best opinion we have of what has taken place [in Exhibition Park] is in fact contrary to the terms of the trust under which the property was conveyed by the province to the city of Vancouver". The Attorney-General, as express servant of the public in the guardianship of the public's interests and rights, has thus far decided not to take the matter to court for a declatory judgement as to which activities on Exhibition Park must be ceased since they violate the terms of trust. As reported in Hansard (June 22, 1982) the Attorney-General favours a cooperative, community planning approach to resolve both the future of the P.N.E. and land use of Exhibition Park. In addition to the Provincial Government study by the P.N.E. Study Group, the Attorney-General has indicated that community planning work by the City of Vancouver is vital to the formulation of recommendations with regard to the future of the P.N.E. and the future of Exhibition Park.

In this regard, Hansard (June 22, 1982) records the following statements from the Honourable Mr. Williams, then Attorney-General:

> ....it is my position that if these two committees [the P.N.E. Study Group under the auspices of the Provincial Government, and community planning study by the City of Vancouver] are not carried out expeditiously, then some other action [such as a declatory judgement through the courts] is appropriate, and I think indeed it is incumbent upon the Attorney-General in the public interest to ensure that the appropriate action is taken.... One concern I have is whether or not the work of these two committees is being adequately publicized so that the people of Vancouver may make representations to those committees to ensure that their recommendations will reflect what the people of the city of Vancouver, and particularly the people who live in the vicinity of Hastings Park, believe should be the proper use of that property. Anyone who reads the original trusts which were imposed upon the property will clearly recognize that to some considerable extent the people of that section of the city of Vancouver have been denied the legitimate use of the property. Therefore, in the recommendations which are to come forward, these legitimate interests must be recognized and preserved."

The final determination of acceptable uses on Exhibition Park, in compliance with the trusts under which this land was conveyed to the City of Vancouver, rests with the Attorney General, not City Council, which members are trustees of Exhibition Park. In order to ensure that the interests of the City are presented to the Attorney-General before a decision is reached, it is important that the City undertake detailed land use planning and urban design work to generate a concept plan for Exhibition Park guided by the terms of the Trust.

Members of City Council, as trustees of Exhibition Park, and the Provincial Government have strong interests in the future use of Exhibition Park. Case law suggests that any land continued to be used in violation of the trust would appear to require that an equivalent area of land be acquired to replenish that which is lost to this alternate use. Perhaps for this reason, the Attorney-General expressed the following position as reported in Hansard, (June 22, 1982):

> "The city [of Vancouver] has offered what seems to me to be a very simplistic solution to the problem, which is simply passing legislation which would wipe out any prospect of there being a breach of the trust. But the question still remains of the extent to which the province is prepared to allow that property [Exhibition Park] to be used for purposes which the city itself may design--with or without the PNE."

In the aforementioned letter of April 23, 1982, the Attorney-General concluded:

> "It would be preferable to reconsider and redefine the terms of the trust in such a manner as will, to the maximum extent possible, achieve the initial intent of the trust while, at the same time, taking into account and accomodating the needs and aspirations of the citizens of Vancouver for today and the foreseeable future."

City Council's policy position established in November 1982, as previously outlined in this section, provides a good starting point for future detailed land use planning and urban design work regarding Exhibition Park. This should be further pursued as soon as possible, with recommendations to Council. The preferred City scheme should subsequently be presented to the Attorney-General for his consideration.

In addition to the foregoing reason, the City has and will continue to have to make decisions affecting the future of the P.N.E. For example, the City has, without the benefit of a concept plan to guide the future use of Exhibition Park:

- approved development permit applications for various improvements to the Park;
- considered proposals for re-use of Empire Stadium; and
- endorsed routing of the freeway connector through the site.

In the short term, in the absence of such a plan, the City can begin to pursue its objectives for the future of the park through the upcoming lease negotiation process. But the lease expires in 1994 and in the interim important decisions must be made about expenditures on old and new facilities. Other land use questions need to be answered and these could well affect the directions of the Park beyond 1994. To that end, after the 1985 lease negotiations are completed, the City should undertake a land use planning and urban design process to generate a concept plan for Exhibition Park. In the absence of a plan, future Council decisions affecting the future of the P.N.E. will tend to perpetuate the ad hoc evolution which has created the P.N.E. existing today and may well continue to perpetuate the apparent violation of the trusts under which this land was conveyed to the City.

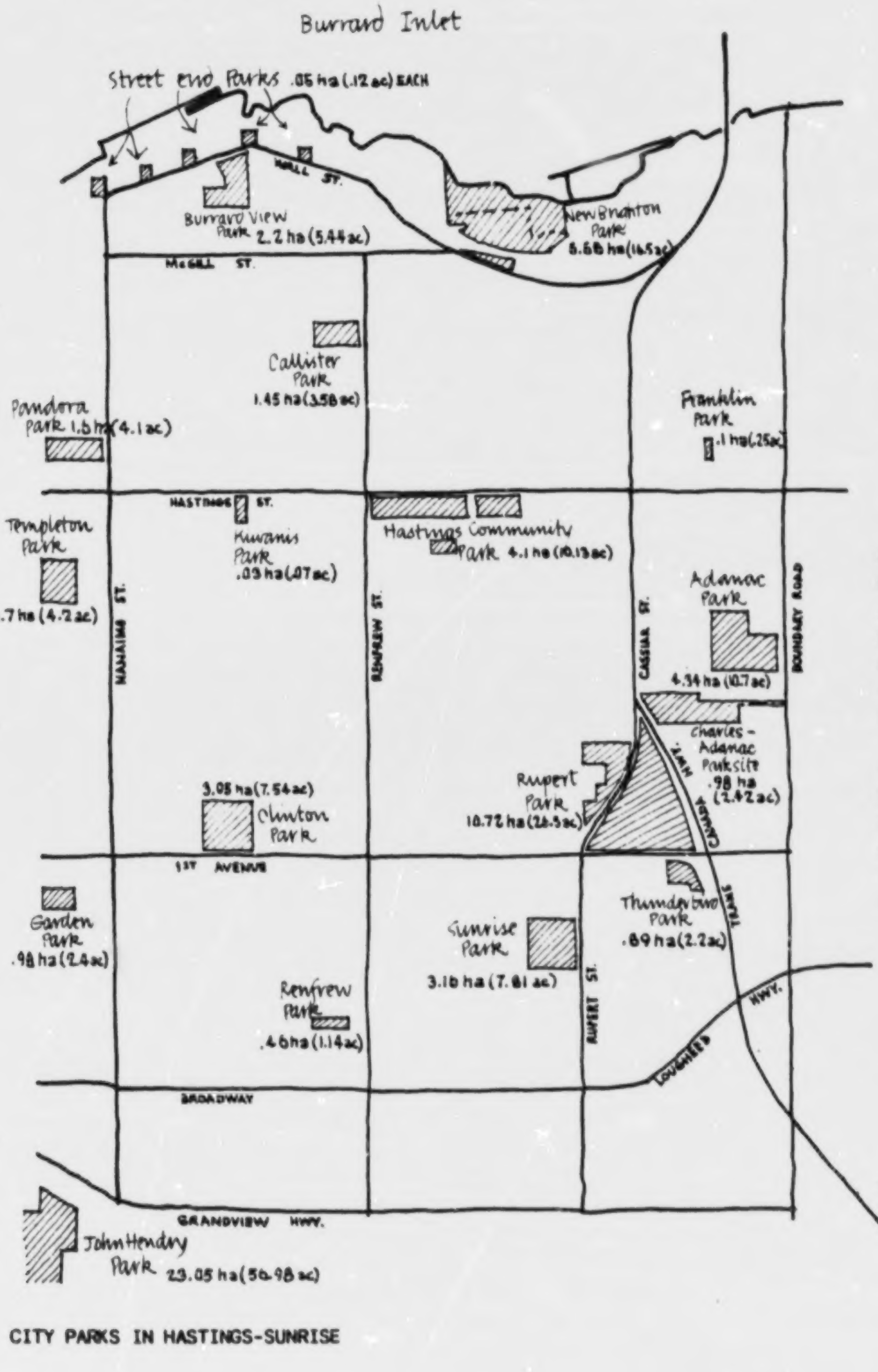
As previously endorsed by Council, development of a concept plan should involve the participation of all affected parties, including the P.N.E., the local community, the B.C. Jockey Club, Sport B.C. and others.

In 1985, therefore, Council should direct the Director of Planning to report back on a specific planning program, resource requirements, timing and appropriate participants in development of a concept plan for the P.N.E., guided by the terms of the trust.

NOTE: The Attorney-General's letter of April 23, 1982 is reproduced in its entirety and attached as Appendix 'D'. The debate of the Legislative Assembly (Hansard) on June 22, 1982 regarding the P.N.E. and Exhibition Park, is reproduced in its entirety and attached as Appendix 'E'.

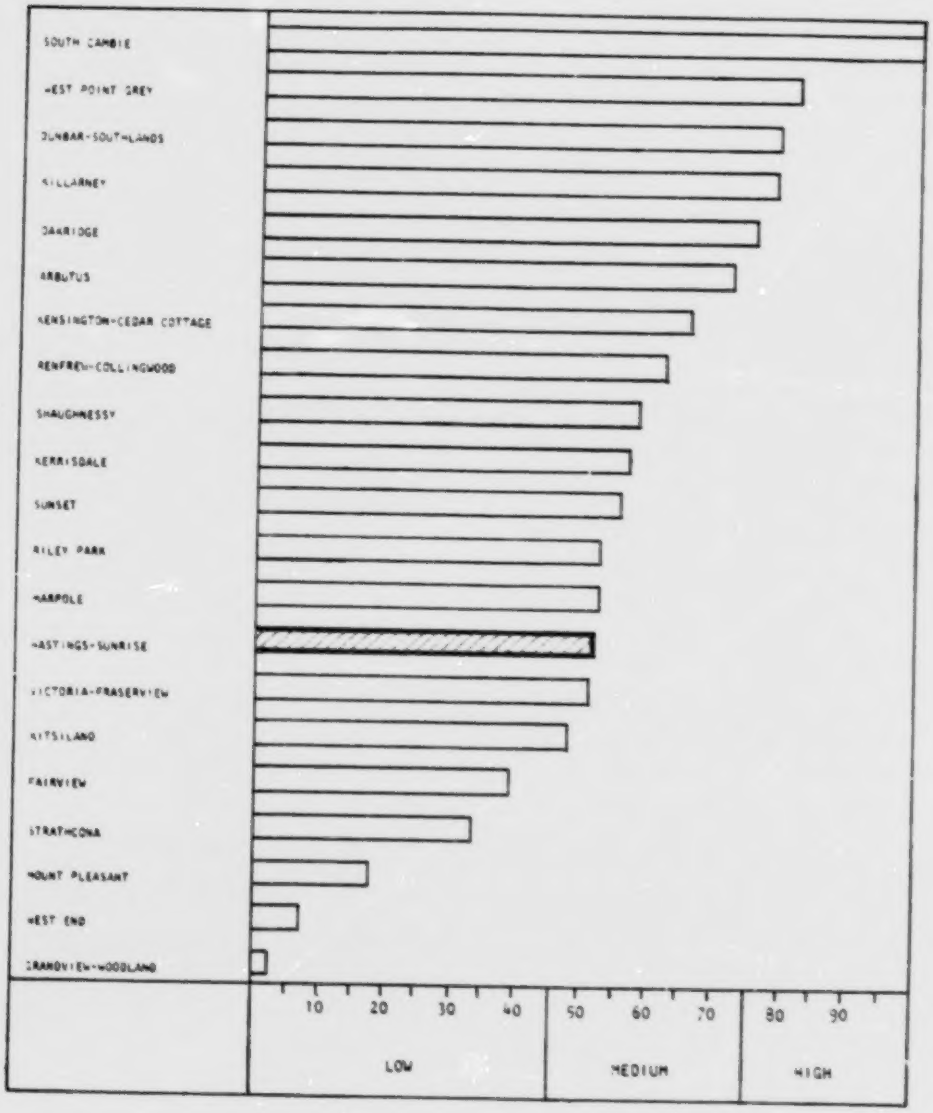
Parks and Recreation

Hastings-Sunrise contains 38.4 ha (95 acres) of parkland within its boundaries.


Burrard Inlet
Street end Parks .05 ha (.12 ac) EACH
WALL ST.
Burrard View Park 2.2 ha (5.44 ac)
New Brighton Park 6.68 ha (16.5 ac)
McGILL ST.
Callister Park 1.45 ha (3.58 ac)
Pandora Park 1.6 ha (4.1 ac)
Franklin Park .1 ha (.25 ac)
HASTINGS ST.
Templeton Park 1.7 ha (4.2 ac)
Kiwanis Park .03 ha (.07 ac)
Hastings Community Park 4.1 ha (10.13 ac)
NANAIMO ST.
RENFREW ST.
CASSIAR ST.
BOUNDARY ROAD
Adanac Park 4.34 ha (10.7 ac)
Charles-Adanac Parksite .98 ha (2.42 ac)
Rupert Park 10.72 ha (26.5 ac)
3.05 ha (7.54 ac) Clinton Park
1ST AVENUE
Garden Park .98 ha (2.4 ac)
Sunrise Park 3.16 ha (7.81 ac)
Thunderbird Park .89 ha (2.2 ac)
RUPERT ST.
Renfrew Park .46 ha (1.14 ac)
LOUGHEED HWY.
BROADWAY
GRANDVIEW HWY.
John Hendry Park 23.05 ha (56.98 ac)

	Ha.	Acres
Rupert Park	10·72	26·5
New Brighton Park	6·68	16·5
Adanac Park	4·34	10·7
Hastings Community Park	4·1	10·13
Sunrise Park	3·16	7·81
Clinton Park	3·05	7·54
Burrard View Park	2·2	5·44
Callister Park	1·45	3·58
Charles-Adanac Park Site	0·98	2·42
Thunderbird Park	0·89	2·2
Renfrew Park	0·46	1·14
Street End Parks	0·25	0·6
Franklin Park	0·1	0·25
Kiwanis Park	0·03	0·07

CITY PARKS IN HASTINGS-SUNRISE



SOURCE: BOARD OF PARKS AND RECREATION, 1982

PARKLAND/RESIDENTIAL DENSITY INDEX

This amounts to about 1.3 ha (3.2 acres) of space for every 1,000 residents. According to the recently completed Board of Parks and Recreation Master Plan, the City's average service level is 1.1 ha (2.7 acres) of neighbourhood park space for every 1,000 residents, not including major City parks or golf courses. Some communities have much higher ratios and some are much lower, with Hastings-Sunrise being close to the City average.

POTENTIAL POPULATION CHANGE BY NEIGHBOURHOOD

NEIGHBOURHOOD	1979 POPULATION	ZONING BY-LAW POPULATION CAPACITY	PERCENTAGE CHANGE
Central Business District	7,070	36,471	415.0
Grandview-Woodland	25,457	35,834	40.7
Mount Pleasant	20,609	26,521	28.2
Kitsilano	32,215	40,120	24.5
Sunset	24,277	28,190	16.1
Kerrisdale	13,378	15,262	14.1
Strathcona	10,166	11,395	12.1
Kensington-Cedar Cottage	33,802	37,726	11.6
Marpole	17,801	19,704	10.7
Dunbar-Southlands	19,981	21,913	9.7
Fairview	17,862	19,417	8.7
Shaughnessy	9,318	9,833	5.5
West Point Grey	11,821	12,452	5.3
Hastings-Sunrise	30,382	31,972	5.2
Arbutus Ridge	13,268	13,732	3.5
Riley Park	18,792	19,381	3.1
West End	36,985	37,984	2.7
Oakridge	10,591	10,821	2.2
Victoria-Fraserview	21,261	21,704	2.1
South Cambie	6,447	6,550	1.6
Renfrew-Collingwood	30,010	30,336	1.1
Killarney	15,688	15,838	1.0

SOURCE: *Board of Parks and Recreation, 1982*

NEIGHBOURHOOD POTENTIAL FOR POPULATION CHANGE UNDER EXISTING ZONING

The Master Plan does not suggest an ideal ratio for neighbourhood park space but rather evaluates park needs against indicators such as parkland/residential density ratio and population growth permissible under existing zoning. It notes further that the single-family zoning in Hastings-Sunrise offers a residential growth opportunity of about 5% over existing units whereas areas with the lowest per capita parkland like Grandview-Woodland and Mount Pleasant offer 41% and 28% growth potential over existing units.

To this end the Park Board's land acquisition policy is geared towards open space shortages in communities with greatest existing and future need with the exception of a few unique opportunities, particularly along the Burrard Inlet and Fraser River waterfronts.

While the total amount of parkland may be adequate in Hastings-Sunrise on the basis of Parks Board standards, the distribution of parks, their specific locations and the qualitative aspects of existing facilities are problematic. The Master Plan notes that park size and the range of opportunity is limited in this community and that most of the parks lack informal quiet areas and facilities like benches, picnic tables and exercise equipment and that playing fields and playgrounds generally need improvement.

The Master Plan also addresses the need for improvements and additional programming space at the Hastings Community Centre and the Thunderbird Neighbourhood Community Centre, noting, however, that indoor swimming pools are accessible nearby at Renfrew Park and Templeton Park and a fitness centre has recently been added at Templeton Park. The Forum on the P.N.E. grounds is available for some community ice activities but the plan recommends that because of the uncertainty over its future availability, the City and the Park Board should ensure a satisfactory agreement is reached on community ice usage at the Forum or other suitable building on-site.

The Master Plan document is recognized as a good starting point from which to focus community discussions and to develop policies on parks and recreation in Hastings-Sunrise. It does give a good overview of leisure services across the whole City with well-reasoned policies and priorities that have been adopted by the Park Board. The section on Hastings-Sunrise is also good but was written without the benefit of detailed community discussions and therefore the recommendations differ somewhat from the ones developed through the local area planning process. The Master Plan was reviewed by Planning Department staff and the citizens' planning committee in consultation with Park Board planning staff and local recreation coordinators. Its recommendations were considered within the context of facilities and priorities that have evolved from numerous community discussions and recent submissions for funding from the Supplementary Capital Budget and the Centennial Capital Plan. The most notable change from the Master Plan is a recognition of the potential of New Brighton Park as a major waterfront facility needing considerable public expenditure as opposed to the Park Board proposal of minor improvements. Another change is a questioning of Park Board policy to acquire additional properties to "square off" Rupert Park, a capital expense that would provide marginal return relative to park acquisition elsewhere within the community.

BASIC GOALS

Four basic Parks and Recreation goals have emerged from the consideration of community discussions, the Park Board Master Plan and further staff analysis:

GOALS

1. To reduce deficiencies in public open space and recreational facilities.

2. To protect and upgrade existing parks and recreational facilities.

3. To secure and enhance views of and public access to the local waterfront.

4. To recognize and promote special opportunities for recreational and cultural facilities.

POLICIES

Several policy areas need to be pursued in order to meet the basic goals:

a) Open Space Deficiencies

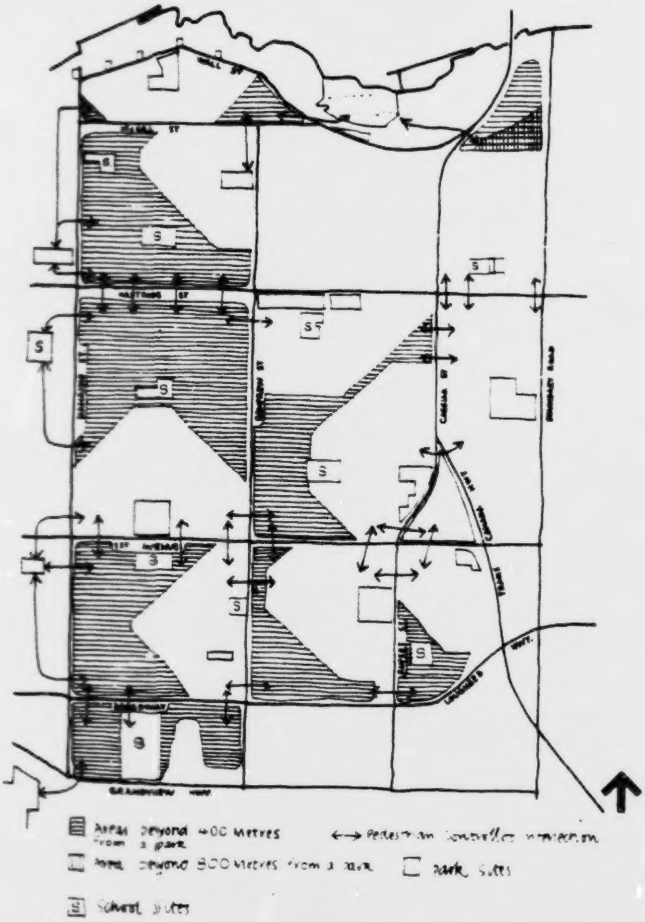
POLICY 4.1 *Outdoor recreational facilities should be provided within a reasonable walking distance of all residents and without small children having to cross major arterial streets.*

Action #1 *With the availability of funds and cooperation of the Vancouver School Board, develop or improve upon existing creative playgrounds and seating at Tillicum Annex, Garibaldi Annex, Maquinna School, Begbie School, Thunderbird School and Vancouver Technical School to provide recreational facilities for families with young children in neighbourhoods with parks located more than 400 M (1/4 mile) away from much of their populations.*

Discussion

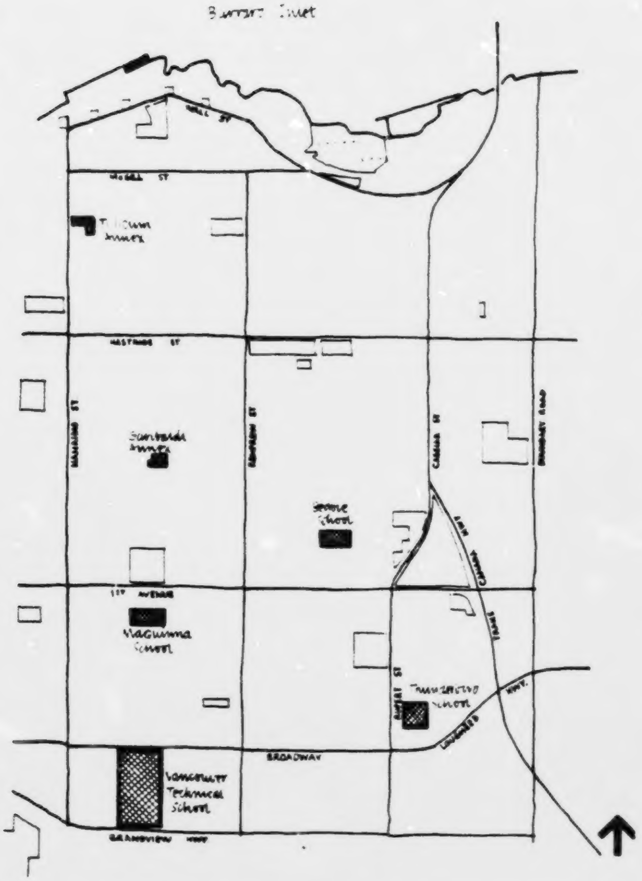
To help determine open space deficiencies in the City, the Park Board has referred to a nationally recognized standard of a maximum of 800 metres (about 1/2 mile) that residents can be expected to walk to park playgrounds. Ideally, residents should also not have to cross major arterial streets to get to a playground. The map below shows that most of Hastings-Sunrise, with the exception of a major portion of Vancouver Heights, falls within 800 metres of a park, noting that some crossing of arterial streets at traffic light controlled intersections is required in order to achieve this standard. A secondary standard of 400 metres is used by the Park Board as a maximum walking distance to a playground for children under the age of six. As well, major arterial streets are considered to be barriers that should not have to be crossed by them. The map also indicates 400 metre walking distance from the parks with arterial streets shown as barriers. As seen from the map, many of the parks are poorly situated to service small children who generally require the attendance of an adult in order to cross busy streets.

Most areas in Hastings-Sunrise are fully developed and offer little potential to acquire land for park without having to remove residences. An alternative is to develop good quality recreational facilities on centrally located school


Areas beyond 400 Metres from a park
Areas beyond 800 Metres from a park
Pedestrian controlled intersection
park sites
School sites
S

PARK ACCESSIBILITY: STREETS AND DISTANCE AS BARRIERS

grounds in park deficient neighbourhoods. Vancouver Heights residents have been active in achieving improvements to the playground at Franklin Community School in 1984, utilizing a portion of the Park Board's Four Year Capital Plan for this purpose. The amount was not, however, adequate to create a facility that could be used by all age groups in lieu of a neighbourhood park and additional funding will be required. The recommendation here is to develop, with the cooperation of the Vancouver School Board, school grounds as extensively as possible to provide a recreational facility for all age groups. This will require additional funding through future Four Year Capital Plans for park and recreational purposes.


Burrard Inlet
Wall St
McGill St
Tillicum Annex
Hastings St
Nanaimo St
Renfrew St
Cassiar St
Boundary Road
Sunrise Annex
School
1st Avenue
Maquinna School
Skeena St
Thunderbird School
Lougheed Hwy.
Broadway
Vancouver Technical School
Grandview Hwy

LOCATION OF SCHOOLS WITHIN NEIGHBOURHOODS DEFICIENT IN PARKS ACCESSIBLE TO YOUNG CHILDREN

Several of the neighbourhoods need outdoor facilities for families with young children, places to where children can walk or bicycle without the attendance of an adult or where parents can accompany their youngsters and have a place to sit while the children play. Most of the deficient areas within the neighbourhoods contain public schools that generally provide minimal kinds of playing equipment. Six school grounds are therefore recommended as sites for development of creative playgrounds for young children with seating for parents, using the Franklin Community School experience as a model. The policy of the Vancouver School Board is a general willingness to permit the development of and maintain such facilities, provided the capital funding comes from other sources.

FRANKLIN COMMUNITY PARK

b) Local Park Protection

POLICY 4.2	*Existing parks should be adequately protected and screened, both visually and acoustically, and for greater user safety from adjacent arterial streets and any future major road development.*

Action #1 *Provide tree/berm buffers for Rupert Park along existing arterial roads, including the Rupert Diversion.*

Action #2 *Request the Parks Board to install visually unobtrusive fencing along park edges which border heavily travelled streets and request the City Engineer to review these situations and install suitably designed motorist warning signage on streets adjacent to parks as appropriate.*

Action #3 *Enforce parking and speed restrictions on streets adjacent to parks.*

Action #4 *Ensure future road development does not adversely effect existing park configurations or environments without off-setting measures being taken.*

Discussion

Traffic noise from adjacent arterial streets can be an impediment to the quiet enjoyment of several local parks in this community. Remedies for some of these parks are discussed in the next section; however, possible future road development related to a new Freeway-Bridge connection and a new Cassiar-Port connection could adversely affect Rupert and New Brighton Parks specifically.

Currently, accessibility is an impediment to use of Rupert Park for some residents. However, once in the park both active and passive uses are hampered by noise from heavy volumes of traffic using First Avenue and the Rupert Diversion. Local topography also tends to increase this noise as traffic ascends or descends the hillside on which the park is located. Regardless of future additional road development, it is recommended that landscaping and noise buffering improvements along these arterials become a priority in the improvement of this park, to be undertaken when funds become available.

Existing noise in New Brighton Park, on the other hand, can be considered a problem and is caused by the park's proximity to industrial operations and associated rail transportation. Recognizing the open nature of the park, it is recommended that additional landscaping and planting be used in conjunction with berms or the natural topography to create "noise shelters" around areas of high use such as the picnic and children's play area and the tennis courts, rather than attempting to screen the park perimeter.

The active use of several other parks (i.e., Sunrise, Adanac, and Clinton) is, for some residents, also hampered somewhat by their location beside arterial streets. The safe use of these parks could be improved with the provision of suitable on-street parking restrictions and construction of visually unobtrusive fencing, made of appropriate building materials, along those portions of the parks abutting arterial streets.

In the future, new road development for Cassiar corridor connections and a port roadway linkage may affect Rupert and New Brighton Parks. In both cases, decisions pertaining to these new roads and their location does not lie with the City exclusively. These projects are discussed more fully in part (c) that follows and in Section 2: Traffic and Transportation.

In the case of Rupert Park, Council has considered several freeway connector alternatives and approved the Composite Scheme which reduces traffic impact for the Park. The Composite Scheme also permits the unification of the park through the elimination of the Rupert Diversion and the re-construction of the First and Rupert intersection. This is supported as a priority opportunity. Some parkland in the vicinity of the First and Rupert intersection may have to be given up in order to reclaim land now occupied by the Diversion. Should these alterations come to fruition, it is recommended that berming and landscaping improvements along the First Avenue edge of the park be undertaken in conjunction with the development. Regardless of the future configuration of this park, pedestrian access, especially from the Charles-Adanac area to Rupert Park should be improved.

At New Brighton Park a new road connector to the Port should not have negative impacts on future park use. The nature and extent of any impacts will become better known once a proposed study of connector alternatives (to be sponsored jointly by the City, the Province and the Port Corporation) is completed. Draft Terms of Reference for this study are presently being developed by City staff for consideration by the other sponsors. Regardless of what configuration this road may take it should in no way negatively impact either the park's environment or present configuration without adequate compensation being provided.

c) Freeway Park and Landscaped Buffer Development

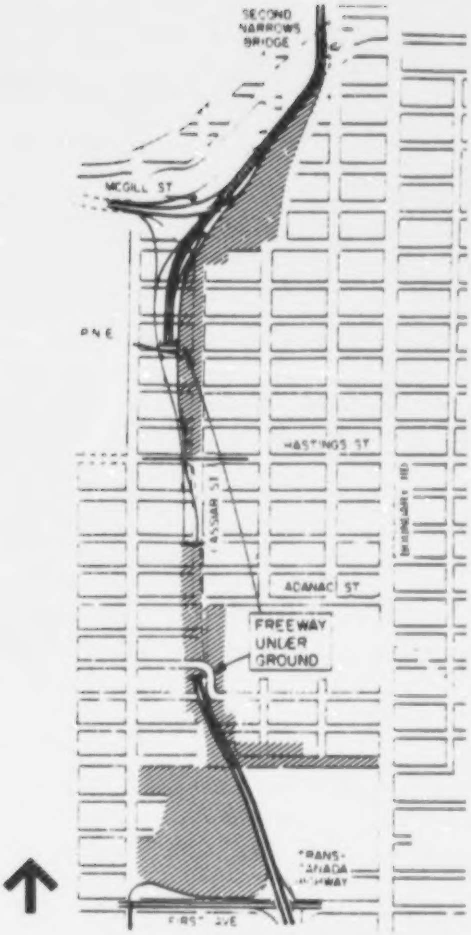
POLICY 4.3 *Any future highway connector between the Second Narrows Bridge and the Trans-Canada Highway should maximize potential open space for landscaping, buffering, passive and active recreational purposes.*

Action *#1* *During the final design stage of any new freeway-bridge connector, ensure maximum provision of passive recreational areas adjacent, an active recreation area across (land bridge), and landscaped buffer areas throughout the corridor.*

Action *#2* *In negotiating jurisdictional and maintenance responsibilities for the recreational and buffer areas, incorporate community input as to which areas are deemed usable park space and which are just landscaped buffer.*

Discussion

A new Freeway-Bridge connector will present many positive opportunities to improve local recreation possibilities as illustrated in the schematic of the Cassiar Composite option adopted by City Council on January 17, 1984. This connector option rectifies a deficiency in local park space in the Vancouver Heights neighbourhood by creating a new passive recreational area adjacent to the new connector and overlooking the Second Narrows Bridge and harbour area. The option also maximizes use of the covered portion of the connector for new active recreational space in the vicinity of Adanac Street. Even if the covered portion of the connector is reduced in a refined Cassiar Composite scheme, opportunities will still remain to create another passive recreation area by developing a land bridge across the connector. The Composite option also provides for the unification of Rupert Park, through relocation of the Rupert Diversion, and for the development of other passive areas through the incorporation of landscaped buffers along the edges of the corridor.


SECOND NARROWS BRIDGE
MCGILL ST
PNE
HASTINGS ST
CASSIAR ST
BOUNDARY RD
ADANAC ST
FREEWAY UNDER GROUND
TRANS-CANADA HIGHWAY
FIRST AVE

Cassiar Connector: *COMPOSITE SCHEME*

▨ *Passive and/or Active Recreational Lands or Landscaped Buffer*

d) Neighbourhood Park Improvements and Development

POLICY 4.4	*Existing parks should be improved in order to satisfy the local recreational needs of all residents, including senior citizens, and opportunities pursued to develop new mini-parks.*

Action #1 *With the availability of funds, encourage the Park Board to develop park improvement plans, in consultation with local neighbours and recognized community groups (i.e., Hastings Community Association, HSCPC, Kiwanis, Lions Club, etc.), to include the following suggested items:**

Adanac Park - relocation of creative playground, landscaping, seating, lighting, wading pool, fitness circuit, off-street parking on southerly portion with Boundary Road access only.

Burrard View Park - upgraded tennis courts, creative playground, flat area for informal ball playing, seating.

Callister Park - improved creative playground, chain link fence, trees along Renfrew Street, basketball hoops, benches, drainage.

Clinton Park - fitness circuit, trees along First Avenue, landscaping in passive area, seating.

Hastings Park - planted sound buffer along existing chain link fence, creative playground, area of blacktop replaced with grass, fitness circuit.

Kaslo Park - improved creative playground, improved landscaping.

Rupert Park - improved drainage, retention of present configuration (do not acquire as a high priority additional privately owned lands adjacent to the park).

Sunrise Park - equipment storage room, seating, landscaping.

Thunderbird Park - tree/berm buffer on First Avenue, improved creative playground, BMX bicycle track, seating.

**(See Section 12: Implementation)*

__Action__ *#2* *Instruct the City Engineer to favourably respond to initiatives by the Parks Board and/or local service organizations to develop corner-parks on undeveloped road allowances at the intersections of Hastings and Kamloops, Hastings and Penticton, and Nanaimo and Charles Streets.*

erred until
ks Staff
ort **

__Action__ *#3* *Request the Parks Board to revise its policy regarding team usage of local parks to ensure that some land within all parks is reserved for unorganized, informal sporting activities.*

Discussion

The parks in Hastings-Sunrise have all had some form of improvements over the years but most of them fall short of current standards and in meeting the diverse recreational needs of a changing population. In the past, a playing field, some grass and some rudimentary playing equipment was all that was provided in most neighbourhood parks with amenities like landscaping, tree planting, seating and pathway development being limited to a few special locations. Most of the playing fields continue to be allocated to teams based across the whole Lower Mainland that may have no relationship to the communities where the fields are located. Since the mid-1970s with the introduction of the cost shared Neighbourhood Improvement Program (N.I.P.), improvements to neighbourhood parks have taken on a new dimension. Park redevelopment, in consultation with neighbourhood residents in N.I.P. areas, has resulted in many changes, including attractive and interesting creative playgrounds, extensive landscaping, berming, lighting, seating areas, tennis courts and spray pools. These improved parks are attractive to look at and to visit and have been very well used by all age groups since their completion.

**Parks Board staff will report on what the impact would be if some land within all parks could be reserved for unorganized informal sporting activities.

Community discussions in Hastings-Sunrise have led to a desire for upgrading of local parks to standards similar to those improved through N.I.P., with a priority given to sound buffering and visual relief from the major traffic arterials adjacent to most of them. It has been further recognized that funding for park improvements may be slow in coming but that monies approved for some improvements in Hastings-Sunrise from the Park Board's share of the current Four Year Capital Plan will provide a good starting point. It is expected that fund raising for more comprehensive upgrading of parks may take a number of years with monies from various sources but that the community plan will provide the necessary catalyst. To this end, the plan recommends park improvements in the form of suggestions that would need to be refined by the Park Board in consultation with local neighbours and interested community groups as funds become available.

While the playing fields in Hastings-Sunrise will continue to be used by teams from across the Lower Mainland, the emphasis in future improvements should be to provide for the recreational needs of local residents and in particular, those of small children who need active play space, and those of people who appreciate the aesthetic features of passive recreation within easy walking distance from home. In addition, scheduling of playing fields for organized team sports should not totally pre-empt local community use for informal sporting activities.

Several opportunities exist within the community to develop small passive parksites by making use of the undeveloped portion of the extra wide (30.18 m or 99.0 ft.) allowance of several local streets. The locations of these streets are illustrated in Section 11. In fact, one such site at Hastings and Kamloops has already been developed as a "corner park" with a drinking fountain, seating area, landscaping, decorative pavement, etc., the funding for which was provided by the local Kiwanis service club. Further funding should be sought from a variety of sources (e.g., other local organizations, the City budget, etc.) so more of these types of parks may be developed in the future.

e) Community Centre Improvements

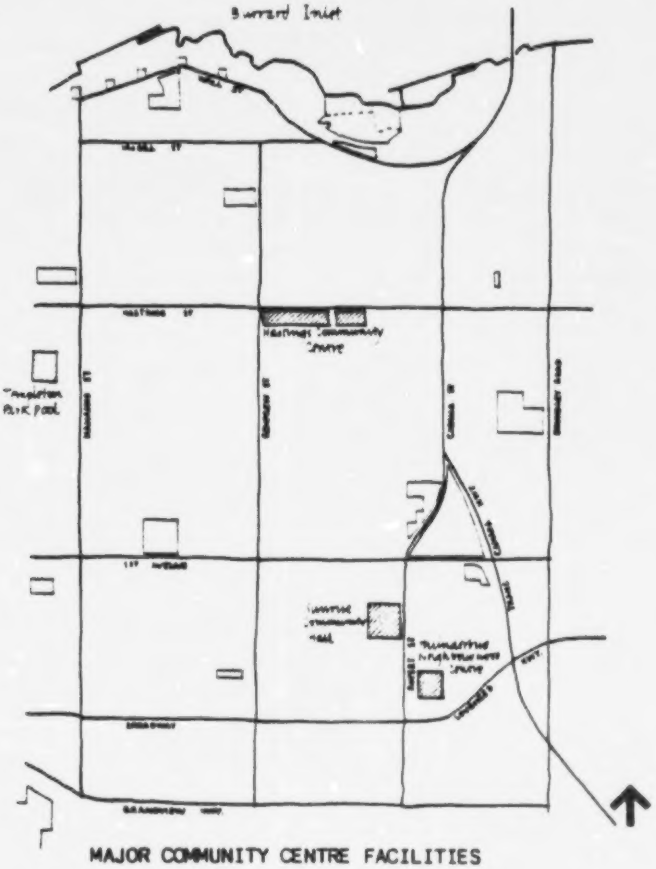
POLICY 4.5 *Existing Community Centres should be upgraded to provide a good level of contemporary recreational activities to all residents.*

Action #1 *Direct the City Engineer to assist Park Board staff in the development of additional parking spaces at the Hastings Community Centre.*

Action #2 *Assist the Hastings Community Association to establish alternative funding mechanisms to eliminate their dependence upon revenue from rental parking at Renfrew and Pender so that programming contributions may continue but the land can be redeveloped for park purposes.*

Action #3 *Build additional above-ground floor space at the Thunderbird Neighbourhood Community Centre in order to re-orient existing facilities and provide space for a growing child care service, office and programming space, a more inviting entry and a lounge.*

Action #4 *Carry out minor upgrading of Sunrise Community Hall and ensure the facility caters to the needs of a changing population.*


Burrard Inlet
Hastings St
Hastings Community Centre
Templeton Park Pool
1st Avenue
Sunrise Community Hall
Thunderbird Neighbourhood Centre
Broadway
Grandview Hwy

MAJOR COMMUNITY CENTRE FACILITIES

Discussion

The Hastings Community Centre, one of the oldest in Vancouver, is presently in the midst of expansion and improvement to provide racquet courts, a new entry foyer and office area, and a relocated teen activity area. Once completed, these much needed improvements will significantly improve this facility, improving its appearance, breadth of activities and functional layout. As part of this expansion and improvement, additional off-street parking facilities are being developed to serve the high level of demand for use of this centre by community residents. These parking spaces are, however, located at some distance from the front entrance to the Centre and will not entirely resolve the parking problems caused by the heavy use of the facility. There is a need, therefore, to develop even more parking closer to the main entrance of the building and the City Engineer should be directed to assist Park Board staff in developing a suitable parking scheme utilizing the undeveloped portion of the extra wide (30.18 m or 99.0 ft.) road allowance available on Lillooet Street.

The Hastings Community Association has for many years provided supplemental funds for programming, equipment, and other improvements to the Centre. These funds have enabled the Centre to offer a level of service beyond what would have otherwise been allowed by normal Park Board budgeting and have been derived from operation of a pay parking lot located within Hastings Park, at the corner of Renfrew and Pender Streets. This parking lot (approximately 240 spaces) caters to P.N.E. event patrons and, in non-event times, also serves as a surplus parking for Hastings Pool users (metered parking). It is located too far away from the Community Centre to be useful for that facility.

Parks Board and other staff should work with the Community Association to obtain alternative funding so that the Association's dependence on this source of revenue can be broken without causing the Centre any hardship or the Association any loss of independence. This will then allow the redevelopment of the parking lot for park space. Should alternative funding sources not be successfully secured or should the Parks Board choose not to fund suitable redevelopment of the parking lot then the existing situation should be allowed to continue until other funding/park conversion opportunities arise.

Thunderbird Neighbourhood Community Centre was created in the basement of Thunderbird Elementary School and, until recently, has mainly served residents from the Skeena Terrace housing development located nearby. In recent years the centre has reached out to the wider community south of First Avenue with its programming. A new preschool has become a major success but lacks the room to grow. Space, and in particular above-ground space, is required and is being planned for by Park Board staff on a little-used portion of the school grounds to the immediate west of the centre. It is proposed that the administrative office, the preschool, programming space and a lounge would be located in the new quarters while the existing underground space would be turned into a fitness centre and craft room. The above-ground space would also link directly with the school gym, accessible today only by going through the school from the basement. An important feature would be the re-orientation of the main entry to the west in order to increase the visibility of the centre to residents from the larger community. The current Four Year Capital Plan allocates $250,000 for the upgrading of Thunderbird Centre. This amount will not cover the cost of the proposed new construction and additional funds will have to be raised before the work can proceed. To spend the monies currently allocated to only upgrade the present substandard basement space would provide a questionable return to the community.

Sunrise Community Hall, located two blocks to the west of Thunderbird Centre on Sunrise Park is an older building styled much like a residential dwelling.

It is managed by the Sunrise Community Association which limits its use to a whist group and some Boy Scouting activities. Over the years the Association has not welcomed use of the building for Park Board sponsored programs and this has raised some question as to the relevancy of the uses allowed in the building given the broad multicultural nature of the surrounding community. It is therefore recommended that the Park Board work with the Association to offer a limited amount of upgrading of the building in exchange for its use on a part-time basis for flexible programming space.

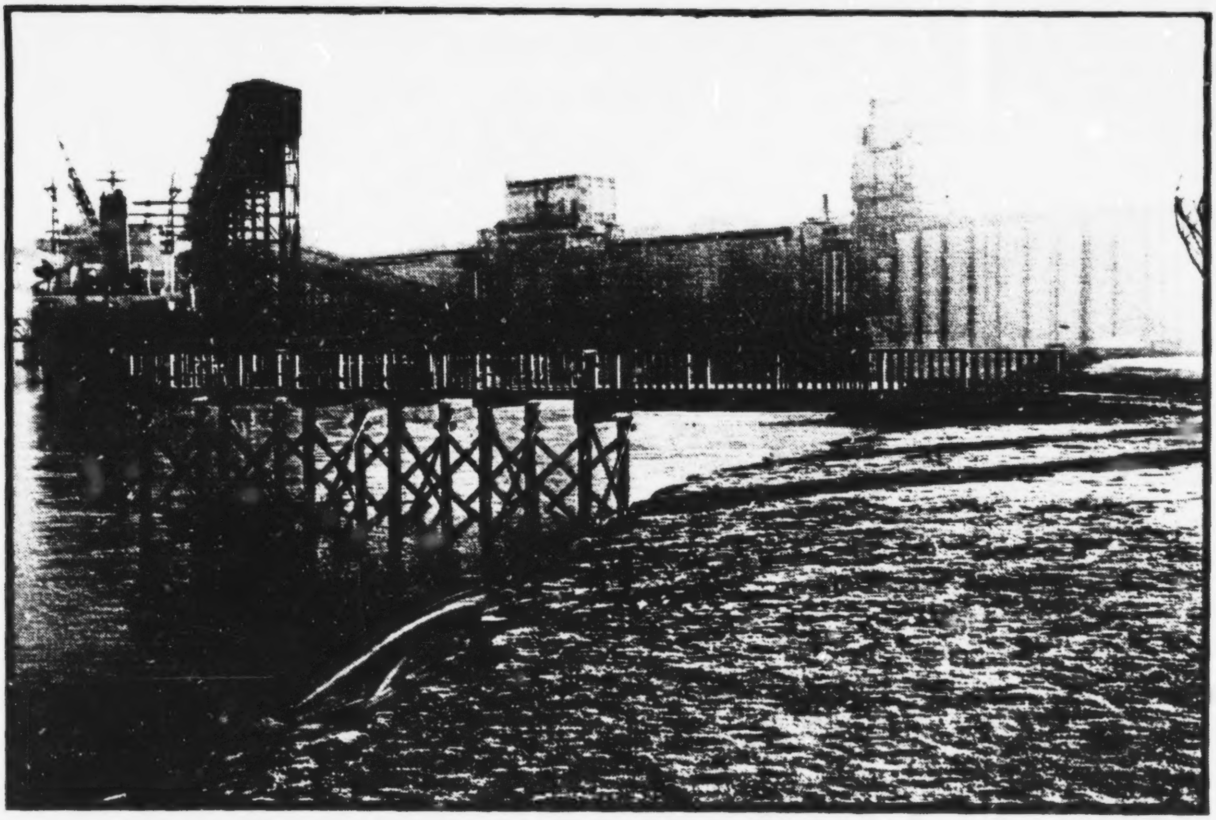
f) Waterfront Access

POLICY 4.6	*Direct Waterfront access should be secured and enhanced wherever possible.*
POLICY 4.7	*Access to local outdoor pool facilities should be equitable with the access provided to other Parks Board operated outdoor facilities.*

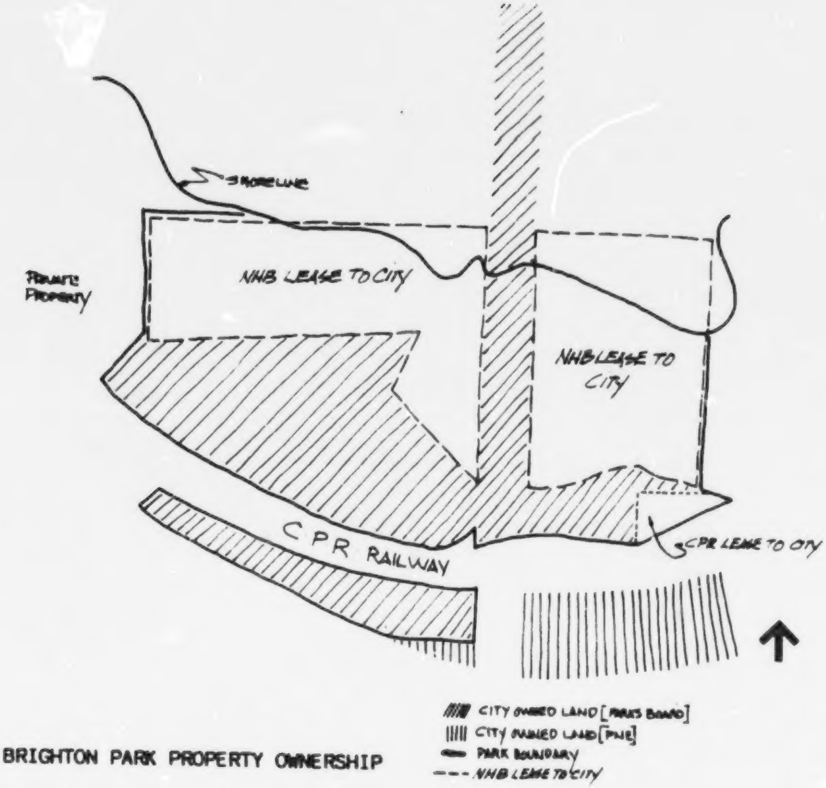
Action #1	*Develop New Brighton Park into a major waterfront facility through further improvements including extensive landscaping and by extending public access to the water's edge along the property to the west.*
Action #2	*Direct the City Surveyor to establish New Brighton Park's boundaries so that the park's configuration can be confirmed, and City Council resolve to make application to the federal government (Vancouver Port Corporation) for a Crown Grant or conveyance for the purpose of ensuring the park use in perpetuity.*
Action #3	*Instruct the Director of Planning to make application to rezone the area presently developed as New Brighton Park from M-2 Industrial District to RS-1 Residential District.*
Action #4	*Encourage the City Engineer to investigate and, if appropriate from a traffic safety standpoint, develop a westerly entrance to the New Brighton Park parking lot.*
Action #5	*Failing public acquisition of the Westroc property, give favourable consideration to rezoning/redevelopment opportunities of this site in exchange for shoreline improvement and developed public access across the waterfront.*
Action #6	*Encourage the Vancouver Port Corporation to permit and participate in the provision of "fingers" of public access to the water's edge along the working port and to explore the feasibility of a part-time bicycle route along Commissioner Street to link up with Stanley Park to the west.*
Action #7	*Request the Parks Board to extend the operating season of the New Brighton Pool so it is comparable to that of the Kitsilano Pool.*

Discussion

New Brighton Park offers much potential as a major waterfront park to service the northeast part of the City as well as much of North Burnaby. The setting is spectacular, with nearby grain elevators and freighters framing a panorama of mountains and sea. As well, the park has an historical significance for both the city and the community. Shoreline improvements to replace the old rip-rap and provision of a fishing/observation pier have also recently come to fruition, greatly improving waterfront access and the overall attractiveness of this park. While the park is quite large, 6.7 ha (17 acres) and contains a large outdoor swimming pool, it does have some shortcomings.

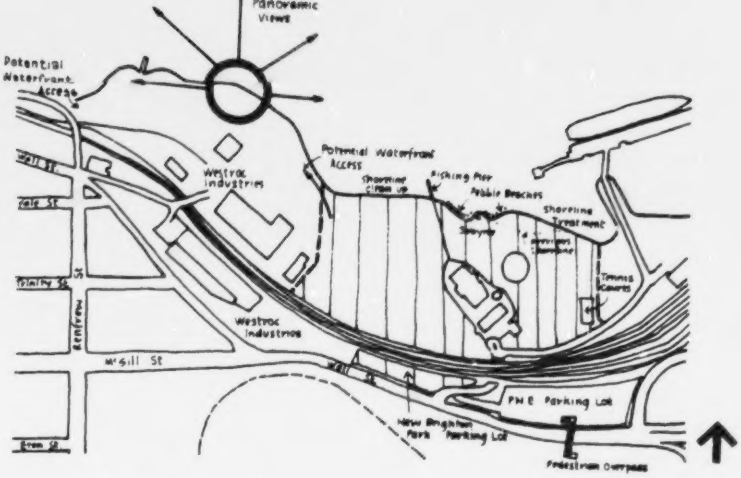


New Brighton Park Fishing Pier

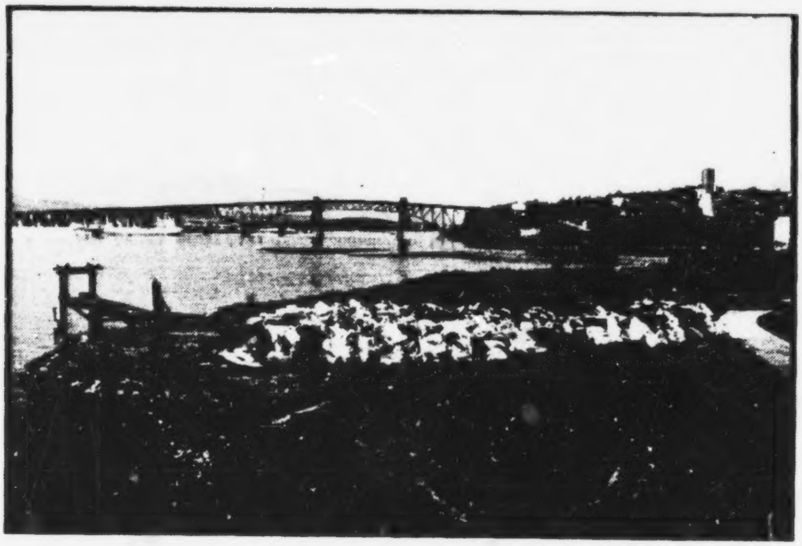

SHORELINE
PRIVATE PROPERTY
NHB LEASE TO CITY
NHB LEASE TO CITY
CPR RAILWAY
CPR LEASE TO CITY
CITY OWNED LAND [PARKS BOARD]
CITY OWNED LAND [PNE]
PARK BOUNDARY
NHB LEASE TO CITY

NEW BRIGHTON PARK PROPERTY OWNERSHIP

The major shortcomings of the park are related to property ownership and zoning. Currently the City owns part of the park and leases the rest from the National Harbours Board (now the Vancouver Port Corporation) and the CPR. Substantial park expansion has occurred over the years through landfilling much of the leased waterlot and other public improvements have been undertaken despite the encumbered nature of portions of the park. Existing leases expire April 30, 1998 (Vancouver Port Corporation) and June 1st, annually (CPR). Of the two leases, the one with the Vancouver Port Corporation is by far the largest (85,529 sq. m.) and most important to the park. It may be terminated upon 90 days notice from the NHB who need not compensate the City for any of the improvements made. The current zoning is M-2 (Industrial). While the Port authority has not shown any indication of interest in utilizing the leased area for industrial purposes now or in the future, it is appropriate to take steps to ensure the property continues to be used as park by having the City Surveyor establish the legal and physical boundaries of the park. City Council should then apply to the proper authorities for a Crown Grant or conveyance of the leased land to ensure the park use in perpetuity. Related to but not necessarily dependent on the foregoing, the Director of Planning should initiate a rezoning of the area presently developed as park to Single-Family Residential (RS-1).


Panoramic Views
Potential Waterfront Access
Potential Waterfront Access
Wall St
Yale St
Trinity St
Renfrew St
McGill St
Eton St
Westroc Industries
Westroc Industries
Shoreline Clean up
Fishing Pier
Pebble Beaches
Shoreline Treatment
Tennis Courts
PNE Parking Lot
New Brighton Park Parking Lot
Pedestrian Overpass

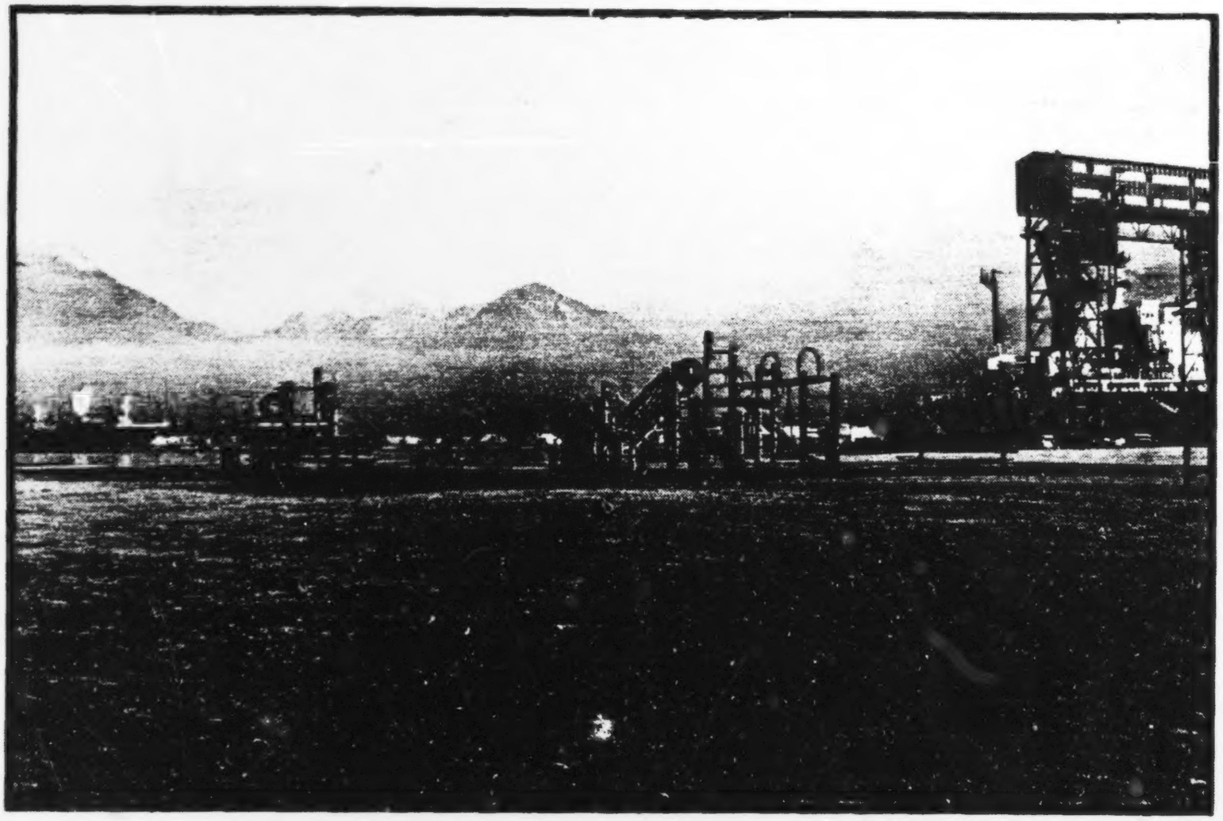
POTENTIAL WATERFRONT ACCESS.



Undeveloped Westroc Property

Access has always been another of this park's shortcomings but recent improvements in the form of a pedestrian overpass to service the residential areas to the south and east and a new cost-shared parking lot in the narrow piece of land just west of the park entrance to service park patrons have greatly improved the situation. However, vehicular access is still of some concern from a safety point of view and could possibly be improved by creating a second entrance to the parking lot at its westerly end. Development of a protected sidewalk on the north side of McGill Street to link up with the residential area to the west is also scheduled for completion soon.

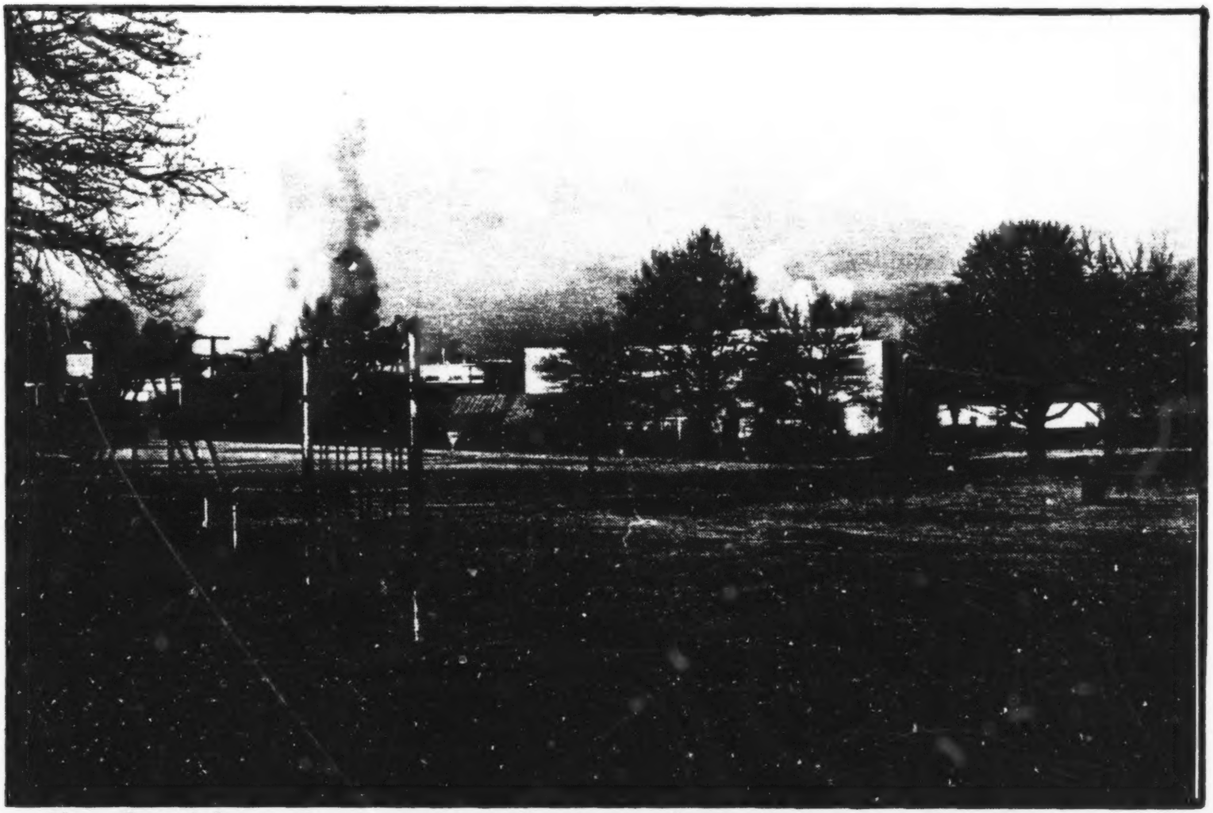
The park itself is pleasant in its rolling topography and area of mature trees at the south end but generall landscaping improvements and tree planting typical of other major parks should be undertaken now.



New Brighton Park

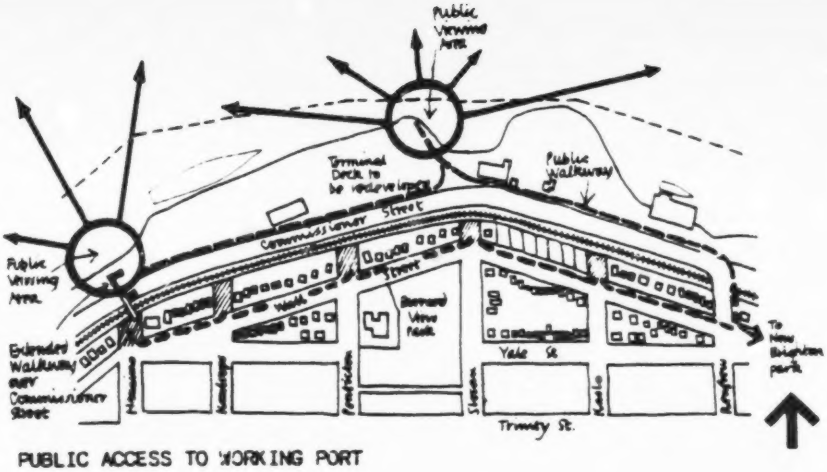
Because of its location in a protected bay, the ocean breezes and the best views are found along the water's edge of the privately-owned vacant industrial land protruding into the harbour to the west. Should this land be privately developed in the future, access to its shoreline will most likely be lost. For many years residents and governments have discussed the idea of expanding New Brighton Park onto the privately-owned (Westroc) land to the west. The cost of this expansion is very high and is not included in the Park Board's future land acquisition priorities. Alternatives to public acquisition should also be explored. For example, public waterfront access might be secured in the future in exchange for redevelopment of the southerly adjacent lands with an oceanography centre.

Other recommendations for this prominently located property, including provision of a direct linkage between New Brighton Park and the Wall Street area are discussed in Section 7: The Waterfront. At the very least, however, a narrow strip of waterfront should be secured to allow park patrons to get out to the point of land that protrudes into the harbour.



New Brighton Park with Westroc Industries in the background

West of New Brighton Park, the working port area is a fascinating microcosm of activity that continues to offer employment to many local residents but at the same time occupies much of the limited waterfront and presently restricts public accessibility. Residents should be able to experience this first hand in safe locations which do not impede port activity. Here, occasional "fingers" of direct access down to the water's edge or onto dock areas is suggested as the best means to achieve this. Such viewing areas should be made safe to the users and should not conflict with industrial operations. An example that should be explored is the older, existing pedestrian overpass from the foot of Nanaimo Street that allows people to cross over the rail lines and down to Commissioner Street. This could be extended over Commissioner and down onto a safe dock area where loading and unloading of ships could be observed. Negotiations with the Vancouver Port Corporation are required to implement this idea.


Public Viewing Area
Terminal Dock to be redeveloped
Public Walkway
Commissioner Street
Street
Wall
Public Viewing Area
Burrard View Park
Extended Walkway over Commissioner Street
Yale St
To New Brighton park
Nanaimo
Kamloops
Penticton
Slocan
Kaslo
Renfrew
Trinity St.

PUBLIC ACCESS TO WORKING PORT

Although dependent upon successful negotiation with the Vancouver Port Corporation and support from communities to the west, the provision of a waterfront bicycle path linking Hastings-Sunrise to Stanley Park should be pursued. The provision of adequate access and security will be required to ensure that both port-related and bicycle traffic are isolated and the route is attractive to cyclists.

The pool at New Brighton Park attracted 62,230 swimmers in 1984, making it the second most heavily used outdoor pool in the city. Only Kitsilano Pool attracted more users, 206,799 in 1984. While this difference in usage is significant it is only partially explained by the latter's more central location, larger population base, better public access, and associated beach amenity. The other reason is its longer operating season. Kitsilano Pool opens on the Victoria Day weekend, two to three weeks earlier than the New Brighton Pool. This inequality should be eliminated by opening both pools on the May long weekend.

g) Public Viewing Areas

POLICY 4.8 *Views of mountains, waterfront, the downtown and the working port should be preserved or opened up by the designation and development of attractive public viewing areas in selected locations.*

Action #1 *That the seven City-owned lots on the north side of Wall Street between Slocan and Kaslo Street be designated as permanent public park and be developed by the Park Board.*

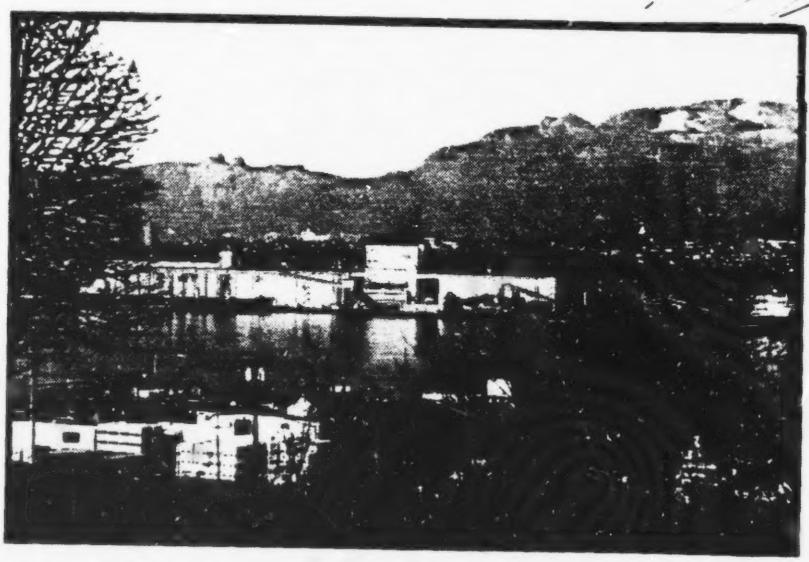
Action #2 *Turn over to the care and custody of the Parks Board the three City-owned lots at the north end of Boundary Road and negotiate with the Provincial Department of Highways to acquire or lease a small portion of their property at this location, to partly clear and develop a public viewing area with landscaping and seating.*

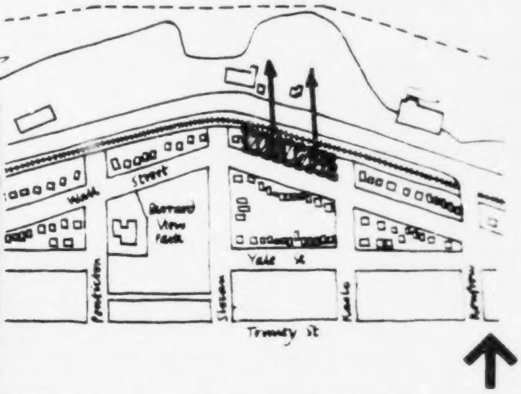
Discussion

Residents along Wall Street and in parts of Vancouver Heights are fortunate in having panoramic views of the waterfront and mountains. Most people in Hastings-Sunrise, however, do not live on view property and must depend upon what is publicly provided. In 1975, a seven lot parcel of land was acquired by the City from the National Harbours Board in exchange for some surplus City lands. The lots were the site of a former grain elevator that had been the subject of community discussion for several years. City Council finally agreed to buy the site. The lands have never been formally designated for park use. Nor have they been acquired by the Parks Board who maintain a grassy surface on the site.

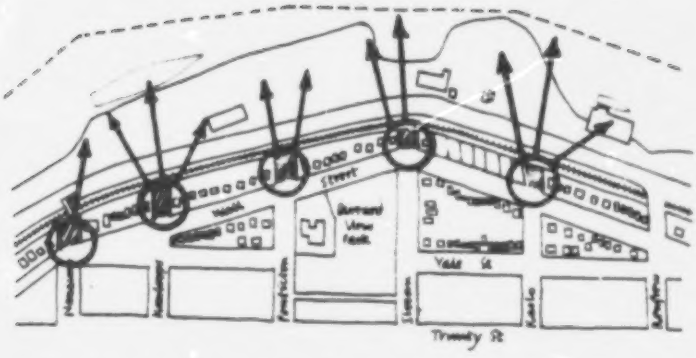
In 1981, City Council identified the lands as a possible site for social housing and requested a feasibility study from City staff. It was concluded the site has limited potential for a multiple housing development because of anticipated neighbourhood opposition to loss of this "park". The examination of housing potential has proceeded no further. In 1984 the Park Board attempted to upgrade the site with children's play equipment, landscaping and seating. These efforts were curtailed, however, when the Property Endowment Fund Board insisted the Park Board purchase the property prior to its development. Because of the history of the lands, the expectations of the Community and the prime location as a viewing park, the Parks Board should be encouraged to acquire the site from the City and turn it into a beauty spot with high quality landscaping and seating.

An additional resource along Wall Street is a number of street ends, all of which have recently been improved by the Park Board by clearing the underbrush on the embankment, providing seating and maintaining minimal landscaping. This relatively inexpensive "park" development was another product of the local area planning program.





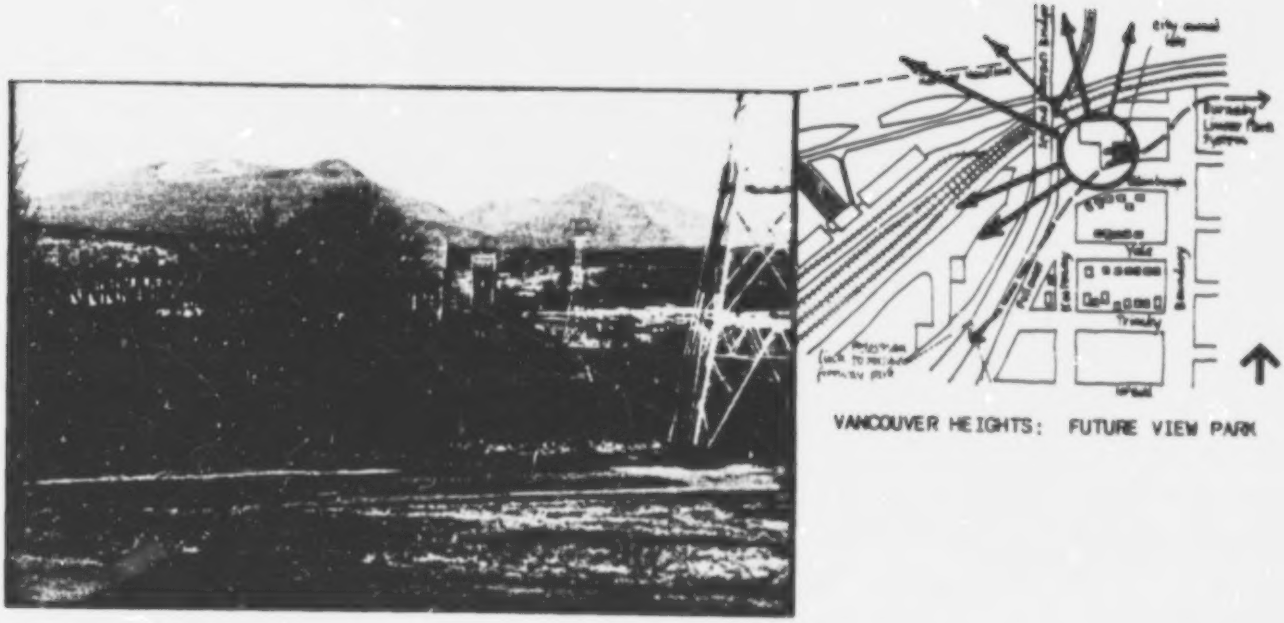
CITY OWNED LAND FOR FUTURE PARK DEVELOPMENT



WALL STREET: STREET END VIEW PARKS RECENTLY DEVELOPED

One of the Street End Parks

Another small site that is made up of City-owned land, unused road allowance and Provincial Department of Highways land is located just west of Boundary Road at the extreme north end of Vancouver Heights. It offers spectacular views of the harbour and the downtown to the west but is immediately adjacent to the main hydro lines and experiences severe noise from the Second Narrows Bridge traffic. It forms the start of the western extremity of the Burnaby linear park system that runs across the top of Burnaby Heights to the east. Part of the site should be cleared, minimally landscaped and provided with seating in order to create a good public amenity and provide for future connection to the Burnaby linear park system and a possible Freeway Park. These City-owned lands should be turned over the the care and custody of the Parks Board, which should be encouraged to develop these properties.



VANCOUVER HEIGHTS: FUTURE VIEW PARK

h) Community Ice Rink

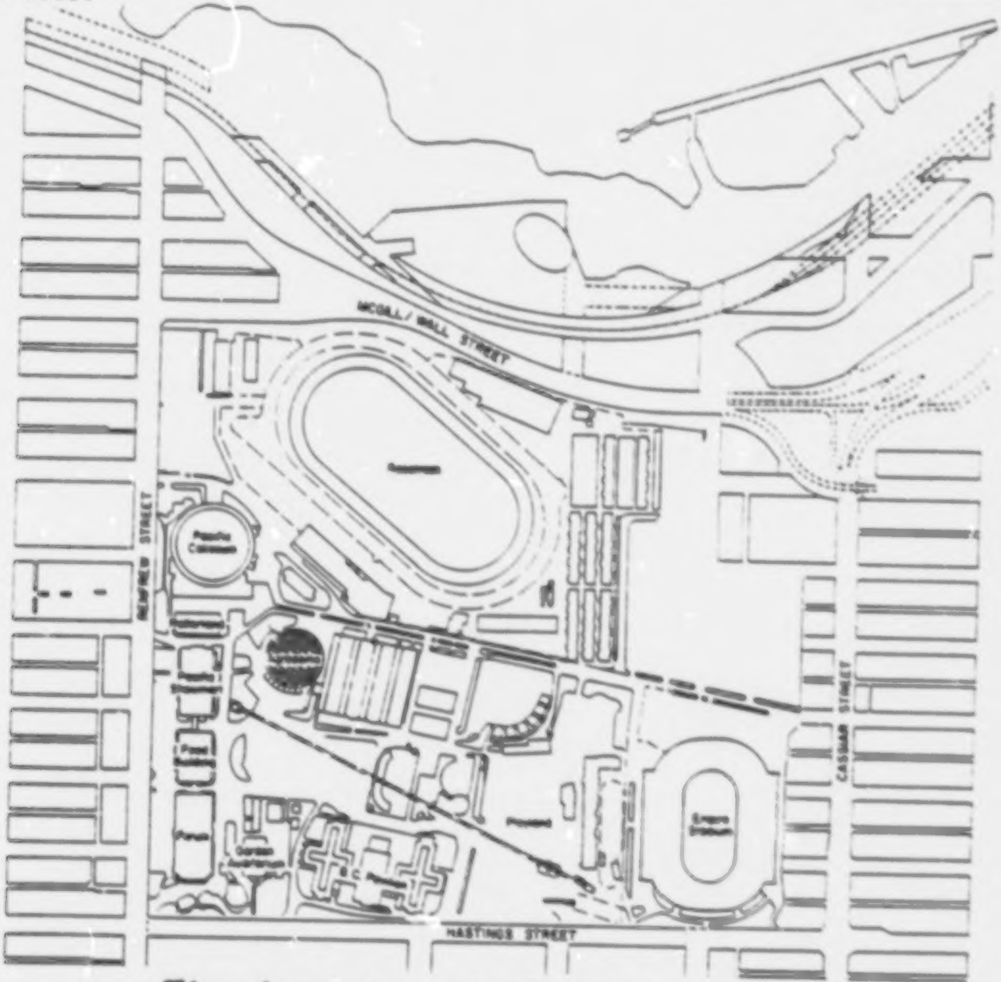
POLICY 4.9	*A high quality community ice rink facility should be made available on a permanent basis at Exhibition Park.*
Action #1	*Negotiate with the P.N.E. to insure continued use of the Agrodome for Hastings Minor Hockey and Amateur figure skating and for permanent designation of a building at Exhibition Park suitable for all forms of community ice skating and other non-ice season sports and further to negotiate improvements to the selected building if required, to create a good quality public facility.*

Discussion

For many years the Forum building at Exhibition Park was used for various kinds of public ice skating. Gradually, however, use was restricted by the P.N.E. to allow only for use by the Hastings Minor Hockey League and a figure skating group. It is otherwise used for a variety of other P.N.E. activities. In 1981, the P.N.E. attempted to terminate the use of the Forum by the two skating groups but because of public protest a way was negotiated between City Council and the P.N.E. to extend the part-time community use of the building. In 1984, the P.N.E. installed the ice making equipment in the Agradome, a building less frequently used for various P.N.E. events. Both the skating groups now operate out of the new location, however, their futures remain unsure as each continue to operate with only year to year contracts with the P.N.E.

In 1974 the Park Board concluded five new ice rinks were needed in the City with one to be located in Hastings-Sunrise. The cost to build the first two was greater than expected and the funds approved in the plebescite of the day were not adequate to build the remaining three, including the rink for Hastings-Sunrise. It is not likely that funds will become available in the future for this purpose due to the greatly escalating costs of construction combined with some reduction in overall demand. The Park Board's Master Plan recommends that no additional ice rinks be built in the City but that "The Hastings community must be assured of continued use of the forum through an agreement with the P.N.E. guaranteeing adequate ice time."

Given the appropriateness of the Agrodome as a permanent skating facility, it is recommended that the City negotiate with the P.N.E. for designation of a permanent building for all forms of community skating and other hard surface amateur sporting activities, including lacrosse and roller-skating, and provision of additional improvements/facilities as required to accommodate these uses.

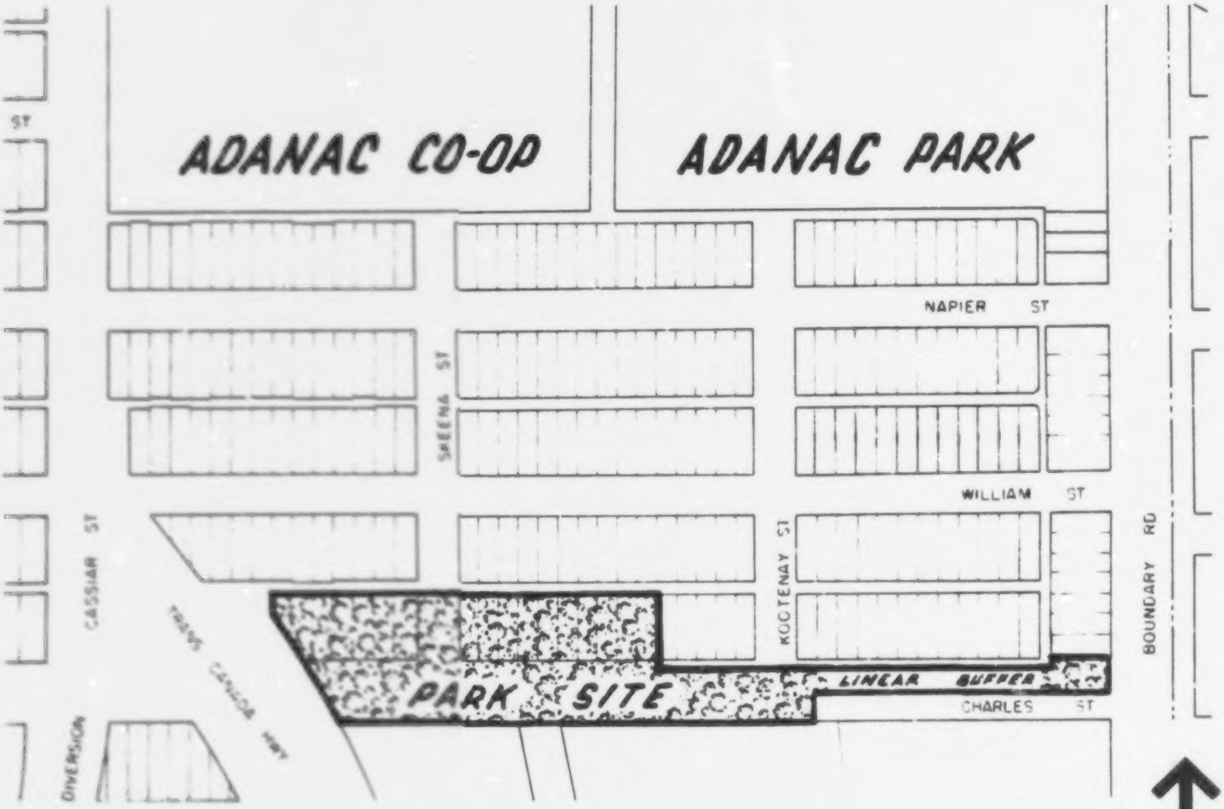


The Agrodome in Exhibition Park

i) Charles-Adanac Park Site

POLICY 4.10 *The Charles-Adanac Park Site should be developed as a landscaped buffer with some playing equipment.*

Action #1 *Encourage the Park Board to clear away the underbrush and complete basic landscaping of the Charles-Adanac Park Site in the short term and, in the longer term, to develop a detailed park design in consultation with the local neighbourhood during the early implementation of an updated plan for the Charles-Adanac City-owned lands.*


ST
ADANAC CO-OP
ADANAC PARK
NAPIER ST
SKEENA ST
WILLIAM ST
CASSIAR ST
KOOTENAY ST
BOUNDARY RD
TRANS CANADA HWY
PARK SITE
LINEAR BUFFER
CHARLES ST
DIVERSION

Charles-Adanac Park Site

Discussion

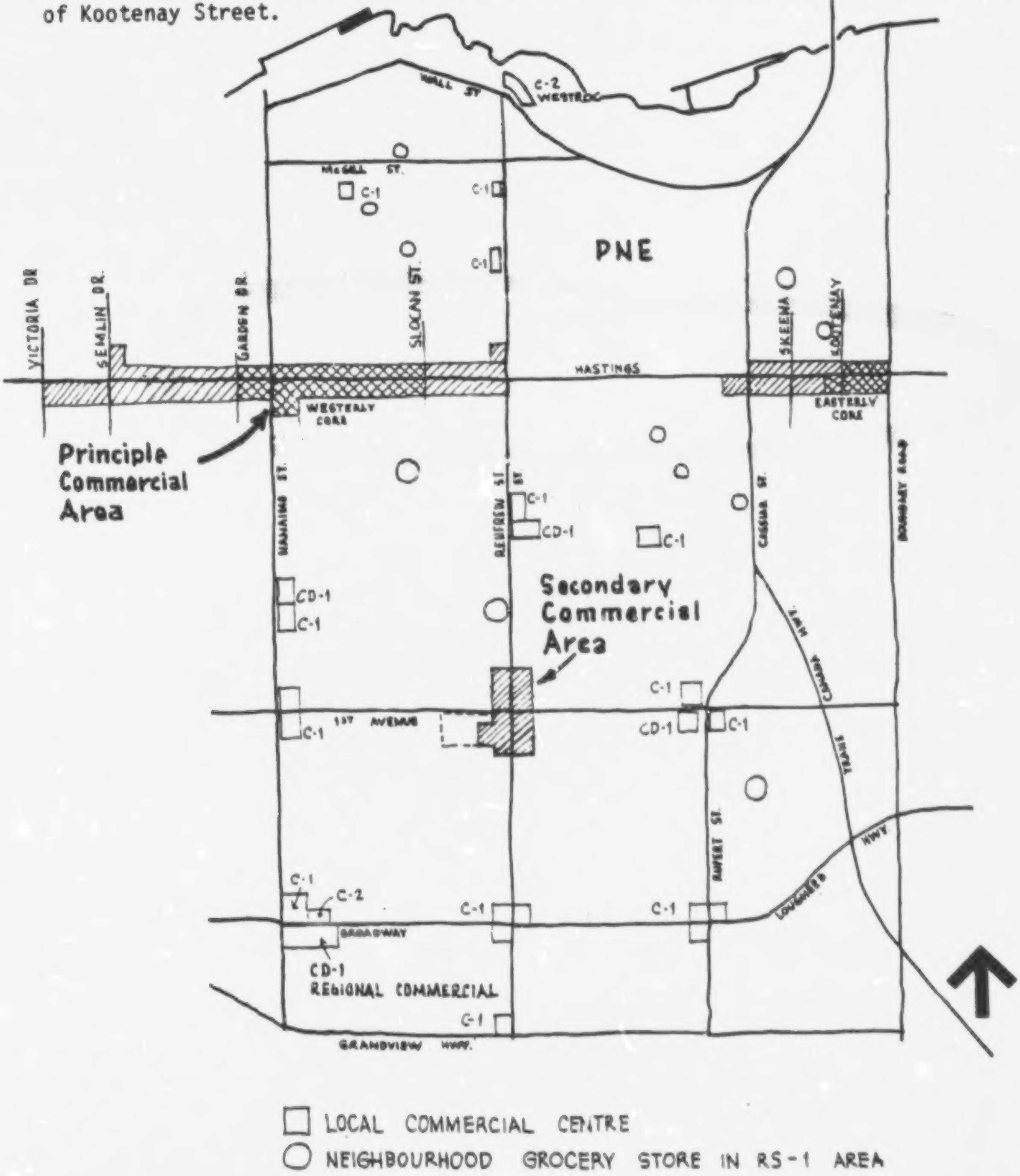
As a result of the planning work done in the early 1970s all of the City and privately owned lands north of Charles Street were designated future residential and part of the Charles Street right-of-way and a wider section of land at the western end of the right-of-way were designated as park and turned over to the care and custody of the Park Board. More recently, a freeze has been placed on all City-owned lands in expectation of a chosen freeway alignment. The park site remains undeveloped and the undergrowth gives cover to rowdies and to people unlawfully dumping garbage.

It is recommended that the underbrush be removed and grading and seeding be done in the short term, with a plan for further improvemens to be done by he Parks Board in consultation with the local neighbourhood, upon completion of a revised plan for the area. (See Section 9, Charles-Adanac).

NOTE: Facilities of a recreational nature that could be located at Exhibition Park but would serve more than the local area are discussed in the Section 3, Exhibition Park.

Commercial Areas

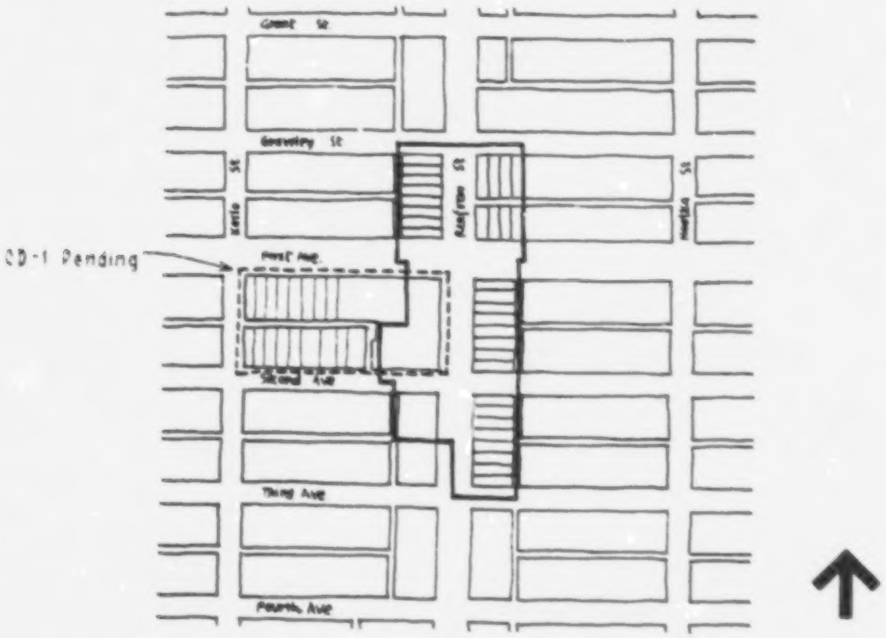
The primary shopping district in Hastings-Sunrise is the "strip commercial" area along Hastings Street. Like other similar strips in the City, it got its beginning during the early 1900's as businesses were established along the Hastings Street streetcar line. Today it is a vibrant shopping area, with a concentration of retailing activities between Slocan Street and Garden Drive (one block west of the area's boundary), and from Boundary Road to just west of Kootenay Street.


WALL ST
C-2 WESTRDG
McGILL ST.
C-1
C-1
C-1
PNE
VICTORIA DR
SEMLIN DR.
GARDEN DR.
SLOCAN ST.
SKEENA
KOOTENAY
HASTINGS
WESTERLY CORE
EASTERLY CORE
Principle Commercial Area
NANAIMO ST.
RENFREW ST.
C-1
CD-1
C-1
CASSIAR ST.
BOUNDARY ROAD
CD-1
C-1
Secondary Commercial Area
TRANS CANADA HWY
C-1
1ST AVENUE
C-1
CD-1
C-1
RUPERT ST.
LOUGHEED HWY
C-1
C-2
C-1
C-1
BROADWAY
CD-1 REGIONAL COMMERCIAL
C-1
GRANDVIEW HWY.
☐ LOCAL COMMERCIAL CENTRE
○ NEIGHBOURHOOD GROCERY STORE IN RS-1 AREA

The remainder of Hastings Street, with the exception of Exhibition and Hastings Parks between Renfrew and Cassiar Streets, is also commercially active, but businesses tend to cater more to automobile-oriented users, including fast food restaurants, a car dealer, two hotels, gasoline service stations and a funeral parlour, as well as office development close to the Burnaby town centre east of Boundary Road.

Day-to-day shopping needs are served by small-scale shopping areas located throughout the community as well as a number of small neighbourhood grocery stores located on residential streets.

There are, however, some deficiencies in terms of commercial businesses to serve the needs of area residents. Specifically, the northerly and easterly portions of Hastings-Sunrise are not adequately served in terms of access to a supermarket of contemporary size. Consequently, and with general community support, City Council, in 1982, approved in principle the rezoning of a City block adjacent to the existing First and Renfrew shopping area for the purpose of a community shopping centre with a large supermarket and other retailing and office uses. Due to the recession this project has not yet been built nor has the new zoning been finalized since various conditions of the rezoning have yet to be completed.



The last major suburban commercial study in Vancouver was done by the Planning Department in 1971. The Suburban Commercial Study concluded that because new methods of merchandising concentrated retail sales into fewer and larger premises, combined with ease of mobility due to the emergence of the private auto, the City and local merchants would have to work to avoid future blighting of commercial strips typical of many other North American cities. It recommended beautification projects, collective off-street parking schemes, new zoning to restrict auto-oriented uses from the cores or retail centres, and converting over-zoned commercial areas to other more productive uses. Over the years, through various planning efforts, some of these recommendations have been implemented. A number of beautification projects have been carried out, collective parking lots developed and zoning altered to restrict large-scale or auto-oriented uses from some areas.

GOALS

1. To reinforce the existing district shopping centre on Hastings Street;
2. To reinforce a centrally located secondary shopping centre at First and Renfrew;
3. To encourage development of one or more high volume food stores.
4. To encourage residential development on upper floors to increase the vitality of the shopping areas and add to City housing stock;
5. To maintain the smaller commercial centres for local convenience shopping.

POLICIES

1. Hastings Street Core Areas

POLICY 5.1 *Hastings Street between Garden and Slocan Streets and from Boundary Road to just west of Kootenay Street should be identified and enhanced as the core shopping areas of Hastings-Sunrise.*

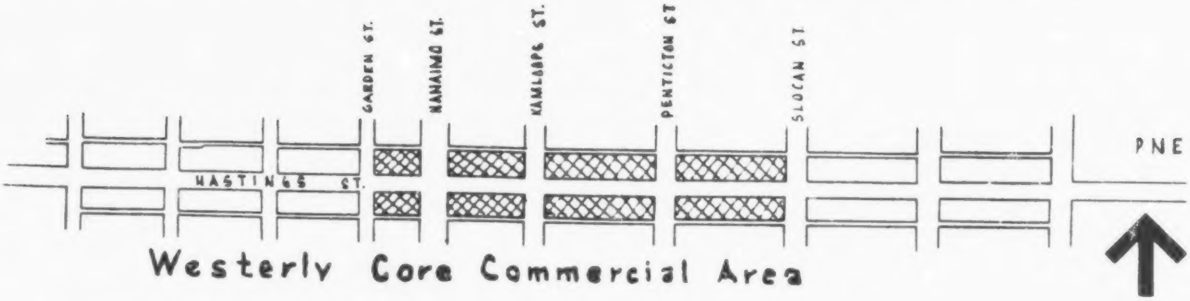
Action #1 *Encourage the businesses and commercial property owners to request a local improvement program to upgrade sidewalks and provide features such as seating, decorative lighting, garbage containers and corner-parks, where appropriate, within the core shopping areas.*

Action #2 *Refer to Public Hearing a rezoning of properties within the primary core shopping area from C-2 to C-2C and instruct the Director of Planning to submit a rezoning application, including appropriate text amendments.*

Discussion

Hastings Street, between Garden and Slocan Streets, was identified in the 1971 Suburban Commercial Study as the section of Hastings Street functioning almost as a "shopping centre" in terms of the breadth of goods and services and pedestrian activity.

MASTER CHEF
MEATS


GARDEN ST.
NANAIMO ST.
KAMLOOPS ST.
PENTICTON ST
SLOCAN ST
HASTINGS ST.
PNE

Westerly Core Commercial Area

It was seen as one of the "district commercial centres" in Vancouver that was in acceptable condition and economically viable. In 1981, the U.B.C. School of Community and Regional Planning carried out an in-depth study of the Hastings Street shopping area, including interviews with shoppers and a cross section of business people. The study recommended:

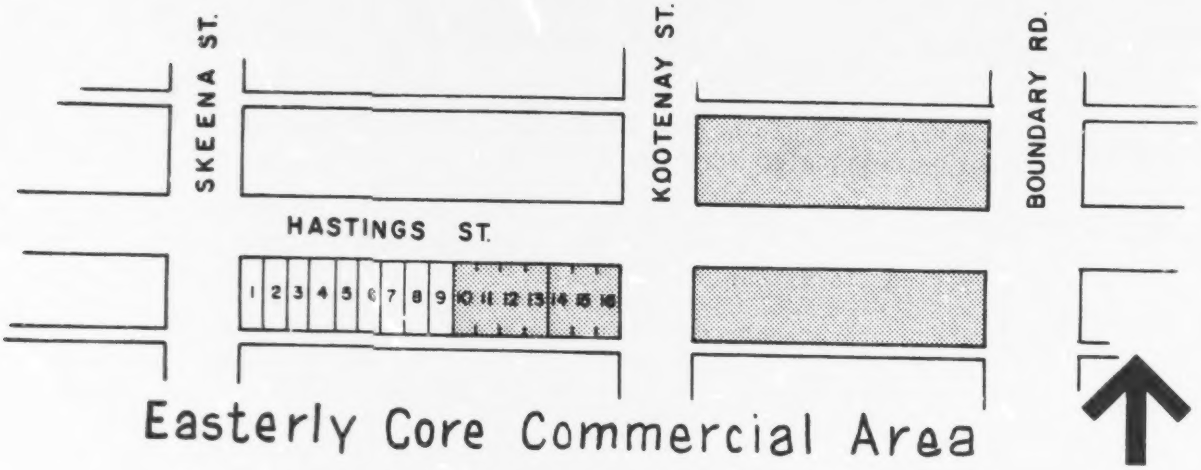
- general, auto-oriented businesses should be discouraged and confined to the edges of the core area;
- a supermarket should be provided and a site just east of the core area should be designated for this use;
- the streetscape should be improved by providing waste receptacles, replacing sidewalks, tree planting, bus shelters, corner-parks and by encouraging storefront improvements;
- the narrow storefront character should be maintained and setbacks from the traditional building lines should not be permitted; and
- provision of additional parking behind stores should be explored.

The City is fortunate in having worked with a number of other commercial strips in the City in helping merchant groups to improve their areas through local improvement programs and/or with zoning changes to reflect the recommendations of the 1971 Suburban Commercial Study.

An on-site survey of Hastings Street suggests the core shopping area identified in the 1971 study remains largely unchanged today, with mainly pedestrian-oriented, small-scale shops with rear parking existing within the core. Larger frontage auto-oriented functions, some with exposed parking areas, occur to the east of this core and further to the west in Grandview-Woodland.

With the support of the Hastings Chamber of Commerce, City Council, in 1982, approved the planting of maple trees along both sides of Hastings Street within the larger retail core area and in 1983 the Kiwanis of the Pacific funded a new corner-park in the wide boulevard at the Southeast corner of Hastings Street and Kamloops Street. To date, there has been no movement towards initiating a cost shared local improvement program for upgrading of sidewalks and street furniture although the former is certainly needed and the latter would be helpful in improving the quality of this and the easterly retail core area adjacent to Boundary Road. Should members of the business community become interested in such a program, then efforts should be supported as much as possible within City budgetary constraints.

A second or easterly core commercial area extends slightly more than one block west from Boundary Road. Again, small scale pedestrian-oriented retailing is predominant and this character should be enhanced.



Easterly Core Commercial Area

The C-2C Zoning Schedule was developed for the West Broadway shopping core and was later adopted for the Commercial Drive shopping core. The issues and concerns raised about maintaining the viability of Hastings Street retail cores are very similar to those raised in the other two areas and the zoning was designed to safeguard against negative future changes inherent in what is permitted within the general C-2 Zoning Schedule. The important features of the C-2C Schedule are that it:

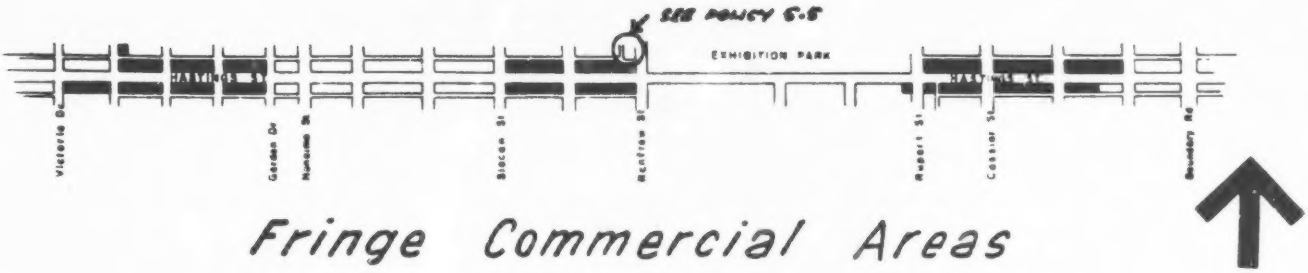
- does not allow front building setbacks unless pedestrian amenities are provided;
- restricts most of the auto-oriented general business type uses;
- restricts height to 35', with relaxation up to a maximum of 40';
- encourages residential use on upper floors and less office space;
- restricts store frontages to 50', with relaxations if pedestrian amenities are provided; and
- requires vertical daylight angles on east-west streets.

The existing C-2 zoning on Hastings Street has no limit on building setback, allows virtually all commercial use, restricts height to 40' but allows relaxation, does not encourage residential use on upper floors relative to commercial uses, allows any width of storefront and does not control vertical daylight angles. In short, even though redevelopment of the Hastings Street core shopping areas has not been extensive to date, the existing C-2 zoning would allow forms of development and uses foreign to the pedestrian-orientation and retailing/service businesses that give the areas their present character. C-2C zoning would insure the present character is not only retained but also enhanced as the area is redeveloped in the future. It is therefore recommended that Council support a rezoning of the core commercial areas to C-2C. Minor text amendments may be needed to recognize specific peculiarities of the area.

2. Hastings Street Fringe Areas

POLICY 5.2	*Hastings Street, between Victoria and Garden Drives, Slocan and Renfrew Streets, and from Cassiar Street and to Kootenay Street, as shown below, should be maintained as general and automobile-oriented business areas with provision for small-scale retail and service businesses to service the local community.*

Action #1	*Approve in principle rezoning of properties within the Hastings Street Fringe Commercial Areas from C-2 to C-2C1 and instruct the Director of Planning to submit a rezoning application, including appropriate text amendments.*



Fringe Commercial Areas

Discussion

The areas of Hastings Street east of the shopping core area to Renfrew Street and from Cassiar Street almost to Kootenay Street have traditionally served a dual function of providing some convenience shopping and services for the local community as well as auto-oriented businesses characterized by single-purpose trips by customers from the metropolitan area and beyond. The existence of the P.N.E. has enhanced the operation of a hotel and restaurants that otherwise may not have thrived. Other uses catering to a wider area include a car dealership, a funeral parlour, gasoline service stations and a hairdressing school. These areas of Hastings Street are relatively healthy, with only few examples of vacant premises.

The C-2C1 Zoning Schedule was developed for the (West Broadway) fringe commercial areas to the west and east of the shopping core. The C-2C1 zoning was later adopted for the Commercial Drive fringe areas as well. The objectives in these two areas were similar to those of the fringe commercial areas on East Hastings which are felt to be appropriate for auto-oriented and general business uses catering to a wide area, provided they maintain local shopping opportunities and are designed to fit well into the neighbourhood setting. The C-2C1 Schedule is identical to C-2C with respect to regulations but it allows, with conditional approval, most of the auto-oriented and general busines uses allowed in C-2. As well, some of the regulations may be relaxed in order to accommodate larger scale operations like supermarkets and drive-in restaurants, provided the design of the development is of high quality. It is therefore recommended that Council support rezoning of the Hastings Street Fringe Areas to C-2C1. Minor text amendments may be needed to recognize specific peculiarities of the area.

3. First and Renfrew Shopping Area

POLICY 5.3 *Renfrew Street, between Graveley Street and Third Avenue should be identified and enhanced as the secondary core shopping area of Hastings-Sunrise.*

Action #1 *Initiate tree planting and encourage a local improvement program to upgrade sidewalks and provide features such as seating, decorative lighting and new garbage containers.*

Action #2 *Continue to support the rezoning (CD-1) and development of a community shopping centre on the southwest corner of First Avenue and Renfrew Street, provided that a major supermarket is included in the development.*

Action #3 *Approve, in principle, rezonings of properties within the secondary shopping area from C-1 to C-2C1 and instruct the Director of Planning to submit a rezoning application including appropriate text amendments.*

Discussion

At a Public Hearing in July, 1982, City Council considered a rezoning application for a 240,000 square foot multi-level community shopping centre in the entire city block at the southwest corner of First Avenue and Renfrew Street. The application, supported by the Director of Planning, requested a rezoning from C-1 (local neighbourhood commercial) and RS-1 (single-family residential) to CD-1 Comprehensive Development District. Part of the site was occupied by a vacant supermarket building and the rest with houses. The application included 40,000 square feet of space for a major supermarket use, a facility much needed within the community.

City Council approved the application but the project has not yet gone ahead due to financing problems. Meanwhile, the First and Renfrew shopping area continues to provide a marginal level of shopping service. Being three blocks in length, this C-1 area is larger than most other C-1 Districts in the City and it has traditionally served as a secondary commercial centre in Hastings-Sunrise, particularly when the old Econo-Mart supermarket was in operation.

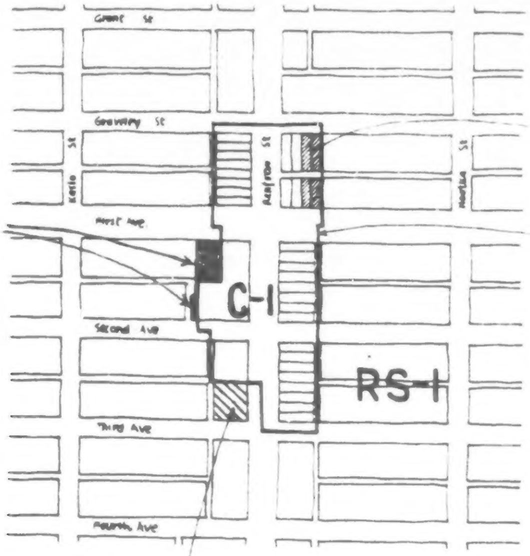
In the absence of a major commercial "anchor" such as a supermarket, there has been little in the way of existing commercial development to attract consumers to this area, save for residents in the local neighbourhood. In fact, much of the consumer demand is presently satisfied by Brentwood Mall and shopping facilities downtown.

Rejuvenation of the First and Renfrew commercial area as an attractive secondary commercial area can capture much of the market which has been lost to other shopping areas without adversely affecting existing commercial development on Hastings Street.

What is recommended is approval in principle for the rezoning of most of the C-1 commercial strip to C-2C1, combined with tree planting when City budgets permit and the encouragement of a local improvement program at the initiation of property owners. C-2C1 zoning allows for more density than C-1 that should encourage redevelopment. The zoning also would encourage residential use of upper floors that would help to stimulate retail businesses and add to the City's housing stock. A variety of pedestrian- and auto-oriented/general business uses would be permitted by this zoning. This, combined with the limited extent of the commercial area, would ensure that Hastings Street remains as the principal shopping area serving Hastings-Sunrise.

Four sites in the northeast portion of this commercial area have been zoned C-1 Commercial District but developed with one-family dwellings for years. These four sites should be rezoned to RS-1 until such time as they are consolidated (for redevelopment) with westerly adjacent commercially zoned and developed lands.

In addition, and in view of some uncertainty regarding the comtemplated development of a community shopping centre on the southwest corner of First and Renfrew, the exisitng RS-1/C-1 boundary should be modified as part of the C-1 to C-2C1 rezoning of this site. Until such time as the entire block is rezoned to CD-1, the commercial/residential boundary should be relocated to the easterly boundary of the north-south lane in this block and should continue northerly along this projection to First Avenue. In the event that the contemplated shopping centre does not proceed, the remaining RS-1 zoned portion of this site fronting First Avenue should be rezoned to RM-3A1, in accordance with Policy 8.2 (Section 8: Housing).



Rezone to RS-1 until consolidated for redevelopment with adjacent commercial land

Rezone to C-2C1

Rezone to C-2C1

Possible future rezoning to C-2C1 once other commercially zoned lands more fully developed.

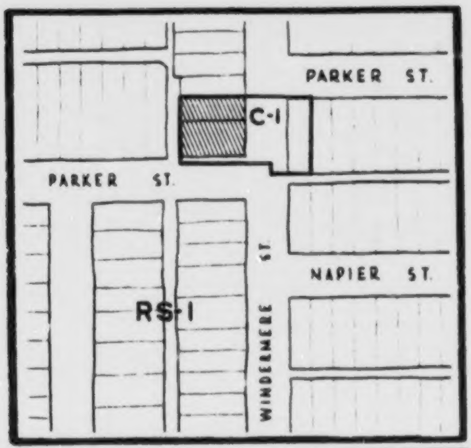
4. Local Convenience Shopping

POLICY 5.4	*Small scale local convenience shopping areas should generally be maintained and provided as future demand warrants throughout Hastings-Sunrise.*
Action #1	*Retain C-1 zoned properties in Hastings-Sunrise as necessary to serve the day-to-day needs of the local neighbourhood, reducing the amount of C-1 zoning in locations where demand no longer exists.*
Action #2	*Encourage owners of surplus C-1 zoned land to initiate rezoning by giving favourable consideration to new zoning which would allow additional residential potential.*
Action #3	*Provide for local convenience shopping within the Charles-Adanac Neighbourhood as part of the Charles-Adanac plan development process.*

Discussion

The 1971 Suburban Commercial Study notes that typical distances between local-serving commercial functions in the City are between one-half and three-quarters of a mile. In Hastings-Sunrise, C-1 centres are scattered about one-half mile apart and are located at most arterial intersections. Typically, these centres are small and contain stores specializing in convenience goods and services including food stores, drug stores, beauty shops, banks, etc.. There are also a few examples of neighbourhood grocery stores that were developed in residential areas before the Zoning By-law prohibited such uses. Recently the RS-1 Schedule was amended to allow existing neighbourhood grocery stores to remain and be approved as a conditional approval use.

The C-1 Schedule with its front and rear yard setback requirements identical to that required on adjacent RS-1 zoned lands, 30' height restriction and prohibition of some auto-oriented uses, is appropriate to be retained for the small scale sites scattered throughout the residential neighbourhoods in Hastings-Sunrise. Nonetheless, due to increased mobility afforded by the private automobile and the availability of alternate shopping opportunities elsewhere in Hastings-Sunrise, the need for C-1 zoned land has diminished throughout the years. This decline in consumer demand is most apparent in a couple of C-1 areas in Hastings-Sunrise where older commercial buildings are not fully maintained and underutilized. In these areas, the C-1 zoning should be reduced in the future, most commonly to one or two corner sites, which should be adequate to accommodate commercial redevelopment to serve the day-to-day goods and services demanded by the immediate neighbourhood.



985
NRS
BLOCK BROS.

OLDER UNDER-UTILIZED COMMERCIAL PROPERTY

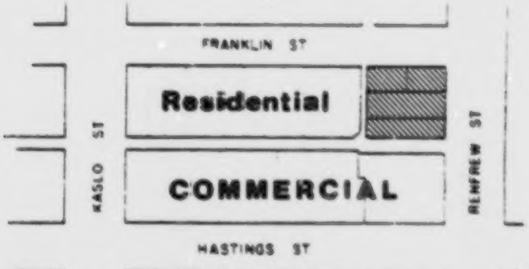
Due to the implications of non-conformity as a consequence of rezoning surplus C-1 properties at this time, future consideration of possible rezoning should await initiation by the C-1 property owner. However, in order to encourage the development of contracted, healthy C-1 areas in the future and provide a nominal increase in the supply of housing, favourable consideration should be given to rezoning of surplus C-1 sites to allow for two-family dwellings or small scale multi-unit residential development (i.e., townhouses or apartments) if site area and context warrant.

The Charles-Adanac Neighbourhood has no local convenience shopping area and residents must walk a long distance to find this service. Because much of the south end of the neighbourhood is City-owned, yet to be developed and subject to further review to determine the most appropriate residential development, it is recommended that a section of land within the neighbourhood be designated as a local convenience shopping area.

5. Southwest Corner Franklin and Renfrew Streets

POLICY 5.5 — *The four undeveloped parcels should be consolidated and developed with uses and a form of development which are compatible with adjacent development and responsive to the site context.*

Action #1 — *Instruct the Director of Planning to make application to rezone these lands from C-2 Commercial District to C-2C1 Commercial District, consistent with adjacent lands in this fringe commercial area, and to encourage the owners to develop these lands as a single site.*



Discussion

The four legal parcels comprising this site have a combined area of 1 496.06 m^2 (16,104.0 sq. ft.) and are presently under a single ownership in the name of 262110 British Columbia Limited, with Luigi Aquilini and Giovanni Zen listed as principals. These lands have been commercially zoned since at least 1938 when Zoning By-law No. 2516 was enacted. At one time, the parcels were all developed with one-family dwellings and a storefront addition was later added to one of these. The last dwelling was demolished in 1973 and the site has since been vacant.

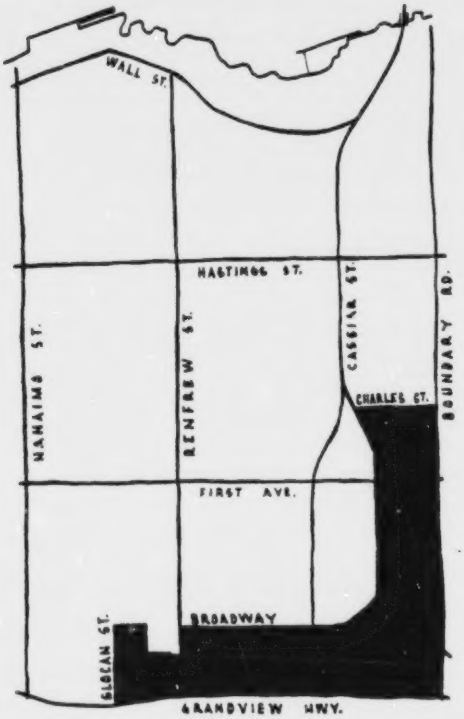
The development history of these four parcels suggests that there has never been significant demand for commercial premises at this location, being located off the Hastings Street thoroughfare. Under the current C-2 District Schedule, a variety of commercial and non-commercial uses are permissable and the site could develop to a floor space ratio of 3.0 (4 488.19 m^2 or 48,312.0 sq. ft. of gross floor area) with a building height of 12.192 m (40.0 ft.). No building setbacks would be required except adjacent to the westerly land where a 3.048 m (10.0 ft.) setback would have to be provided in order to allow for future lane widening.

As with many sites in the city, this site is adjacent to commercial development and has direct exposure on a busy arterial street. With suitable design and construction this environment could be acceptable for residential development and a good relationship could be achieved with the residential development to the west. However, the site has had a long established commercial potential afforded by the zoning in place, it was purchased on this basis and the owners object to a rezoning which would eliminate this potential. The Director of Planning consequently would not support a significant rezoning of this site.

As is proposed for the adjacent commercial lands along East Hastings Street, the site should be rezoned from C-2 Commercial to C-2C1 Commercial District. This rezoning would encourage more residential use, limit office use and provide a greater degree of design control than C-2.

Lougheed and Boundary Industrial Area

The Lougheed and Boundary Industrial area is located in the southeast corner of Hastings-Sunrise and contains about 89 ha (220 ac.) of industrially zoned properties. It is strategically located at the end of the Trans Canada Highway giving good access to local, regional and national markets as well as being close to the downtown. Functionally, it is an extension of the much larger industrial belt extending almost the full width of Burnaby to the east.



Lougheed and Boundary Industrial Area

The area is characterized by large, well-serviced sites, with most being over 0.4 ha (1 ac.) and several over 2 ha (5 ac.). It is a planned industrial district, the City having assembled parcels of previously vacant land for sale to private firms. Mainly for this reason and because much of the development is less than twenty years old, the area is fairly attractive and functions well as one of the City's prime industrial districts.

Approximately 90 percent of this industrial area is presently zoned M-2 Industrial District, the balance being M-1 Industrial District with the exception of the "Thunderbird" industrial site which is zoned CD-1 Comprehensive Development District. Wholesaling and warehousing are the predominant land uses, particularly south of Broadway where big facilities are located, including Eatons, General Electric, Electrohome, and the Liquor Distribution Branch are located. The proximity to major transport links - Trans Canada Highway, Lougheed Highway, Grandview Highway, and the Canadian National Railway - combined with its closeness to the downtown, are reasons why this area was historically favoured over other warehousing districts in the Lower Mainland.

Manufacturing is another prominent activity in the area with metal fabricating being the most common. Food manufacturing is also significant, such as beverage and bakery products. Most of the goods produced supply the Lower Mainland. The area also stands out as being auto-oriented, probably as a result of its easy accessibility to several major transport routes. A number of parking lots, truck depots, a bus loop, a truck dealership and an I.C.B.C. claims centre are all within the area. There is virtually no office development unrelated to industry and no residential development on property zoned for industrial purposes.

The area contains approximately 7.7 ha (19 ac.) of vacant land comprised of sites ranging in size from 0.6 ha to 2.8 ha (1.5 ac. to 7 ac.). Many other developed sites could be built more intensively within existing zoning constraints.

Because of the healthy character of this area and its important role in the City's industrial base it is important the industrial character not be eroded with other land uses such as office or retail development. The former use is already controlled in part by way of general city policy. Retail development, although not widespread, does exist along the major arterials and new retail operations or extensions to existing ones should be discouraged. Also to be noted is that the area is located in a basin with residential neighbourhoods to the immediate north, south and west. Future compatibility with these neighbourhoods is a high priority, with particular regard to the small residential enclave south of Broadway from Renfrew Street to Kaslo Street that is almost surrounded by industrial lands.

PRIMARY GOALS

1. To maintain industrial viability and improve upon the positive image of the Lougheed and Boundary Industrial Area.

2. To ensure ongoing compatibility with adjacent residential neighbourhoods.

POLICIES

1. Commercial Activities

POLICY 6.1 *Retail activities should not be permitted in the industrial area.*

Action #1 *Review the existing zoning in the Lougheed and Boundary Industrial Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.*

Discussion

The M-1 and M-2 District Schedules permit "retailing" and "office" as conditional approval uses. The Lougheed and Boundary area already contains two large restaurants, furniture and appliance retailing centres and a truck sales operation. Changing trends in retailing practices suggest a greater interest in the future in large industrial sites along heavily travelled arterials for a variety of building supply, auto supply, furniture/appliance sales, supermarkets and restaurant uses. Such "highway retail" uses concentrate on high volume merchandising and seek out large, visible and highly accessible sites throughout the region. In suburban communities these tend to be located along specially designated commercial strips with large sites. Within the City, however, these uses are generally limited to the ones that have either managed in earlier years to locate in industrial areas as conditional approval uses or have received approval for up to one-third of developed floor space for retailing ancillarry to warehouse or wholesale use.

Policy 6.1 and Action #1 referre by Council to Planning and Development Committee

Continuation of this trend presents a dilemma. On the one hand the location of such uses in the City is attractive to residents because of merchandise selection and often cheaper prices. On the other hand these uses take away from the integrity of the industrial areas and utilize dimishing industrial land for non-industrial purposes. These non-industrial uses are also commonly in direct competition with commercial businesses on small, more costly sites within the City's existing commercial areas. Indeed, there is evidence to suggest that there is an excess of commercially zoned land and that the availability of industrially zoned land for possible commercial uses will only further inpede the maintenance of vitality in existing commercial areas.

Unlike parts of S.W. and S.E. Marine Drive, for example, the Lougheed and Boundary industrial area has relatively few commercial developments. However, two very large vacant sites with arterial frontage presently exist and at least two large warehouse buildings are presently vacant. Inquiries have been received from time to time about large commercial type development in the area.

Because of the strong industrial role played by the Lougheed and Boundary area, the City's attempt to strengthen the Hastings Street Commercial core and the City's approval of a new shopping mall nearby at 1st and Renfrew, additional retail or office uses should not be permitted, nor should existing ones located on industrial land as a "principal use" be permitted to expand.

2. Site Size

POLICY 6.2 *The creation of smaller parcels through subdivision should be accommodated in order to provide a range of industrial development opportunities.*

Action #1 *Give favourable consideration to subdivision applications which would provide a reasonable number of medium-size industrial parcels.*

Discussion

The Lougheed and Boundary industrial area was largely developed as a warehousing/distribution area due to its accessibility to major transportation corridors and its centrality, particularly in terms of retail facilities throughout the region at that time. Since development, the metropolitan area has continued to grow in both population and size, with the majority of this located to the east in municipalities such as Coquitlam and Surrey. With this shift in the market, newer warehousing/distribution activities have located in industrial areas which are now more central than the Lougheed and Boundary area.

While the Lougheed and Boundary industrial area is likely to remain significant as a warehousing/distribution centre for some time, large parcels commonly required for this type of development are rarely required for other industrial operations. In fact, many labour-intensive industries are very modest in land and building requirements and it is this type of industrial employment opportunity which will prove most beneficial to Hastings-Sunrise and the City as a whole.

Suitably designed subdivisions creating a variety of parcel sizes within this industrial area will broaden the range of industrial activities which may be attracted, providing a diversity of employment opportunities in the longer term.

3. Height and Floor Space Ratio

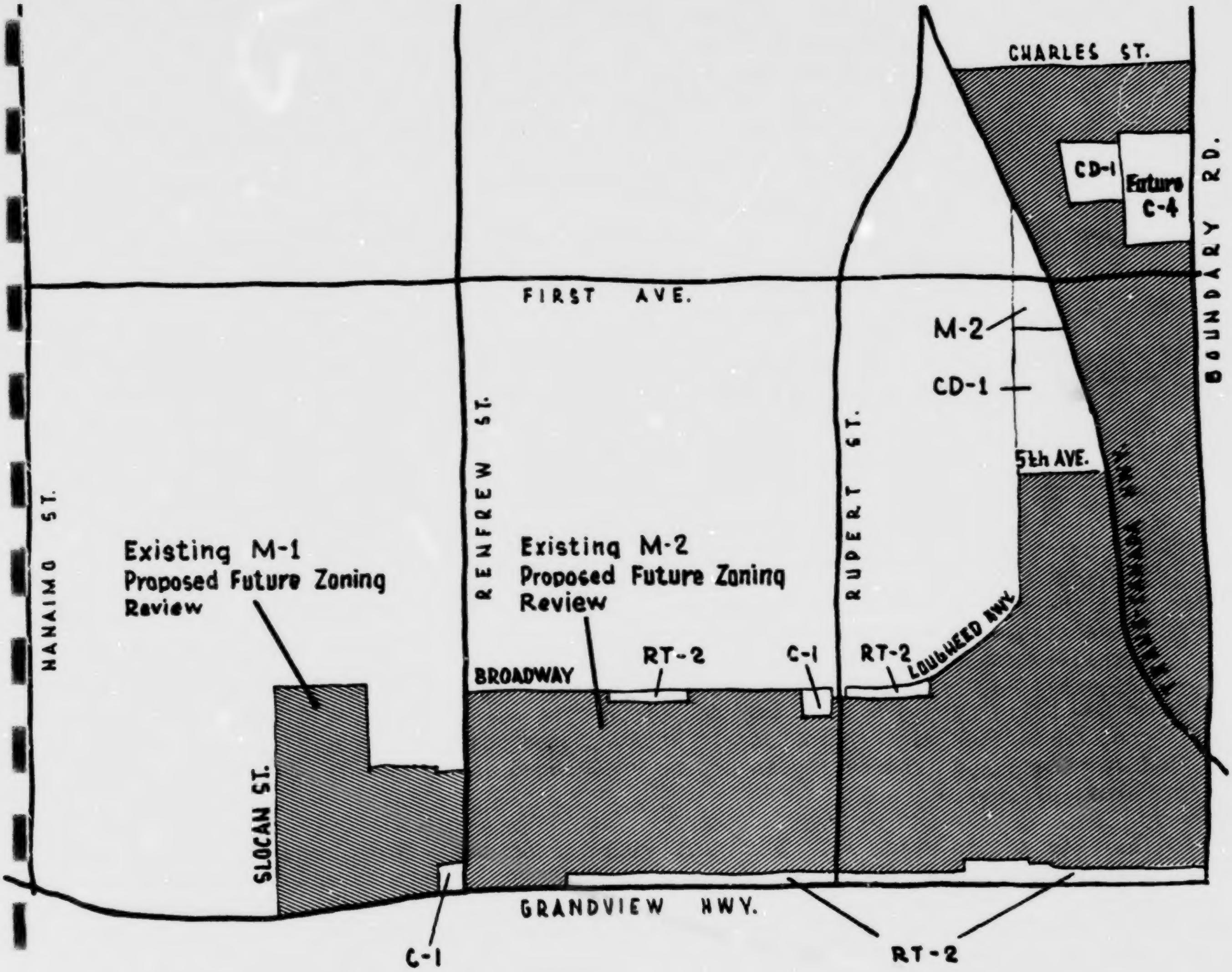
POLICY 6.3 *The scale of new industrial development should be in keeping with existing development.*

Action #1 *Review the existing zoning in the Lougheed and Boundary Industrial Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.*

Discussion

With few exceptions industrial construction in the area over the last twenty years has been under 12.2 m (40.0 ft.) in height with floor space ratios less than 1.00. This is in keeping wth modern warehousing and manufacturing operations that require large, single-storey buildings on flat sites. The M-1 and M-2 District Schedules do allow, however, for 30.5 m (100.00 ft.) in height and an F.S.R. of 5.00 to be approved outright. Development of this sort, should it occur in the form of a multi-storey wholesaling buildings, for example, would not fit with the existing industrial setting, nor would it, in some locations, be compatible with adjacent neighbourhoods. Because of topography or locations adjacent to site-line barriers some higher and larger buildings may be compatible if these can be shown to fit in will with the context of surrounding development.

The existing zoning in the Lougheed and Boundary Industrial Area should be reviewed at such time as new industrial zonings are available, with a view towards ensuring that the scale of new industrial development is compatible with development in the neighbourhood. New industrial zonings are presently being developed by City staff, following extensive analysis and input from industry. These should be finalized in the near future.


CHARLES ST.
CD-1
Future C-4
BOUNDARY RD.
FIRST AVE.
M-2
CD-1
5th AVE.
TRANS-CANADA HWY.
NANAIMO ST.
RENFREW ST.
RUPERT ST.
Existing M-1 Proposed Future Zoning Review
Existing M-2 Proposed Future Zoning Review
BROADWAY
RT-2
C-1
RT-2
LOUGHEED HWY.
SLOCAN ST.
GRANDVIEW HWY.
C-1
RT-2

4. Appearance

POLICY 6.4	*The area should be made to be as attractive as possible to create and maintain a high quality development appearance and particular attention should be paid to sites in prominent locations or abutting major public thoroughfares.*

Action #1 *Retain the 12.2 m (40.0 ft.) landscaped setback requirement along the Boundary Road, Grandview Highway, Broadway and Lougheed Highway frontages of this industrial area and rezone the narrow strips of RT-2 zoning along Broadway and Grandview Highway to industrial use.*

Action #2 *Establish a 7.315 m (24.0 ft.) landscape setback requirement along the east side of Renfrew Street for a distance of 158.5 m (520.0 ft.) south of Broadway.*

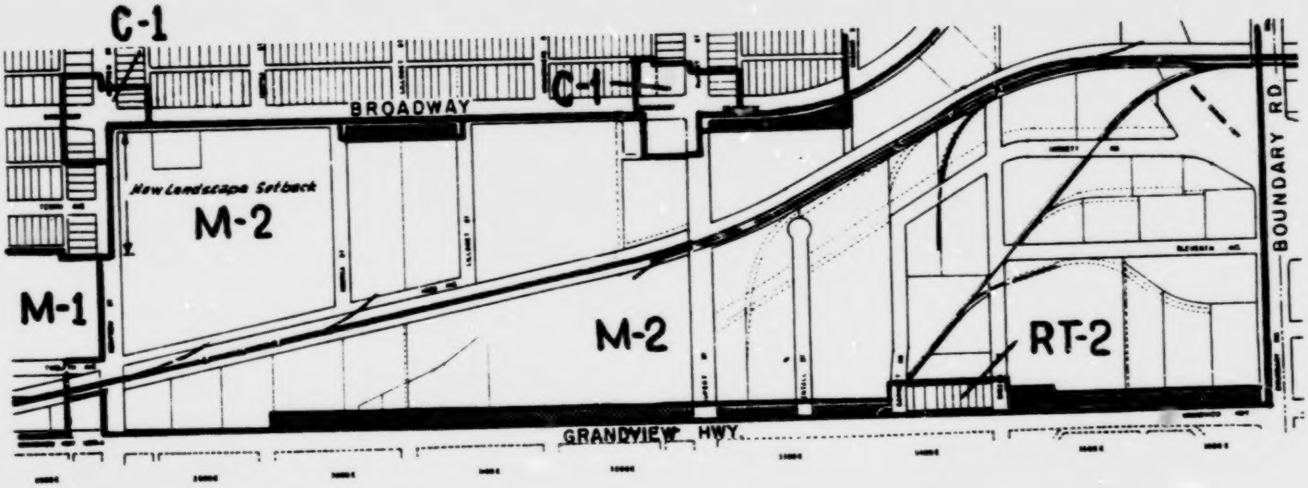
Action #3 *Encourage a good quality of building design and landscaping as part of the Development Permit Process.*

Discussion

In various cities, industrial parks, usually under single ownership with very stringent design and tenant control, have been successful in establishing prestigious areas sought after by high quality industries. It is not proposed that the City create such a park here, but rather ensure the area is attractive enough to compete favourably with suburban areas in keeping and attracting major companies as well as presenting an attractive appearance to the public and residents living opposite. To this end, special design control on new buildings is not recommended since most new business will present a good corporate image in any case. Rather, good quality compatible forms of development and landscaping should be encouraged as part of the Development Permit process.

The City has in place a 12.2 m (40.0 ft.) landscaped setback requirement along the prime arterial frontages of the area and most of this is now in place even though landscaping is mainly limited to grass cover. The setback requirement should be maintained and improvements to the landscaping should be required upon receipt of Development Permits for changes to any of the affected properties. Before the City employed the landscaped setback technique, narrow strips of RT-2 residential zoning were created along sections of Broadway and the Grandview Highway. These were too narrow to be developed as housing and became de facto landscaped areas. This residential zoning has been redundant for many years since these same strips are now required landscaped setbacks under the Zoning and Development By-law. Therefore, as a housekeeping amendment these lands should now be rezoned to industrial.

Consistent with the establishment of landscape setback requirements opposite residentially zoned lands, a landscape setback requirement should be established opposite the residential enclave on the west side of Renfrew Street. A 7.315 m (24.0 ft.) requirement, equal to the minimum front yard required for the residential properties, would be appropriate.



■ REDUNDANT RT-2 ZONING

5. Amenities

POLICY 6.5	*Maintain the open state of the Still Creek watercourse and enhance the appearance and accessibility of some portions.*

Action #1 *Secure the cooperation of the Greater Vancouver Sewerage and Drainage District to ensure that those portions of Still Creek protected by an easement are to be kept open and landscaped rather than culverted.*

Action #2 *Further investigate design alternatives and associated costs for remedial security improvements which, if implemented, would provide adequate security for abutting industrial activities while allowing public access to Still Creek.*

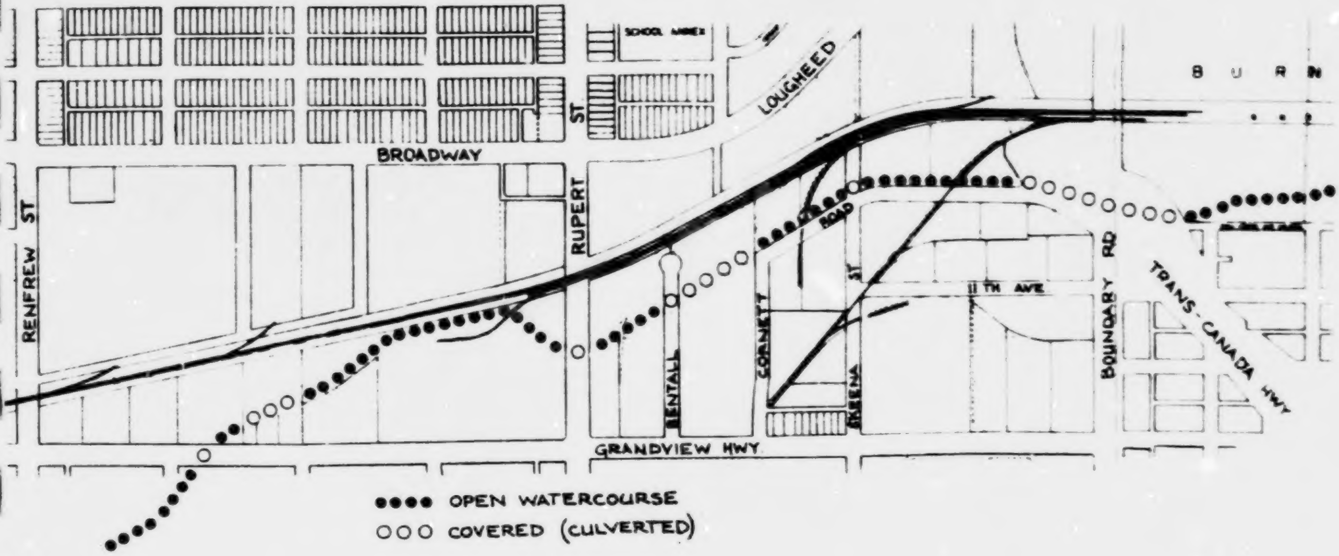
Action #3 *In coordination with the Greater Vancouver Sewerage and Drainage District, require development permit applicants to augment Still Creek improvements undertaken by the GVS & DD, as a condition of approval of conditional development permit applications.*

Discussion

Still Creek is part of the Greater Vancouver Sewerage and Drainage District (GVS & DD) system and carries surface run-off from higher areas of the City through the Renfrew ravine, the local industrial area, the Burnaby industrial area and on into Burnaby Lake. Most of the Creek in the industrial area runs in an open watercourse through private property.

Still Creek

This watercourse is within an easement which gives authority to the GVS & DD to ensure that the flow of the water is not impeded by way of proper design of culverts, etc.. A small portion of the creek adjacent to Grandview Highway and a two block section alongside Cornett Road already have a few mature trees that appear to have been planted along the edge of the creek.



Few opportunities exist in any of the City's industrial areas for the workers to have a pleasant outdoor environment for lunching. Indeed, few amenities exist to give workers and owners a sense of pride in the area in which they work. Still Creek offers this potential. The opportunity for a linear walking path cannot be realized in the foreseeable future due to problems of industrial security, the need to allow vehicular crossings for owners whose sites are bisected by the creek, and the fact that some portions of the Creek have been covered for parking. Nonetheless, the most visible and accessible sections which remain open should be tidied up and enhanced with nominal landscaping and a few benches. The GVS & DD should be encouraged to do this work and property owners should be required to suitably augment it as part of the approval of any conditional approval Development Permit applications for these properties.

A City policy to restrict further covering of the Creek would compliment a policy of the Municipality of Burnaby to retain it as an open waterway through industrial lands there. Burnaby maintains a long-term objective of a walking path connector with Hume Park in New Westminster, around Burnaby Lake and through to Trout Lake in Vancouver. While such a linkage may take generations to achieve, the potential should be protected by actively discouraging covering of the Creek.

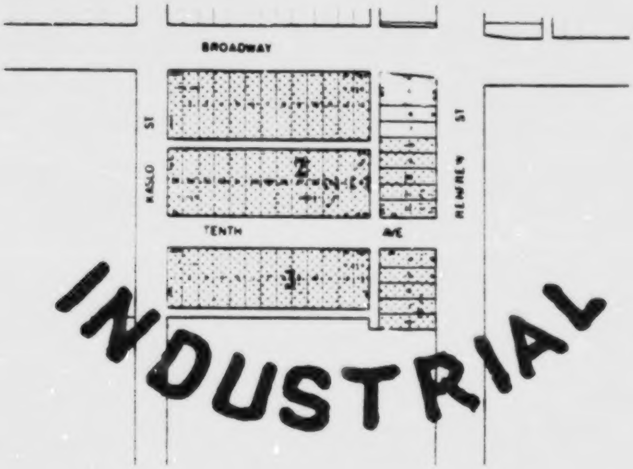
6. Residential Enclaves

POLICY 6.6 *Retain the residential enclave on the south side of East Broadway between Renfrew and Kaslo Streets but give future consideration to the enclave on the north side of Grandview Highway between Skeena Street and Cornett Road.*

Action #1 *Retain the residential enclave on the north side of Grandview Highway between Skeena Street and Cornett Road until owner-initiated rezoning applications are received seeking rezoning to M-1 or subsequent zoning consistent with Policy 6.1 Action #1 and Policy 6.3 Action #1.*

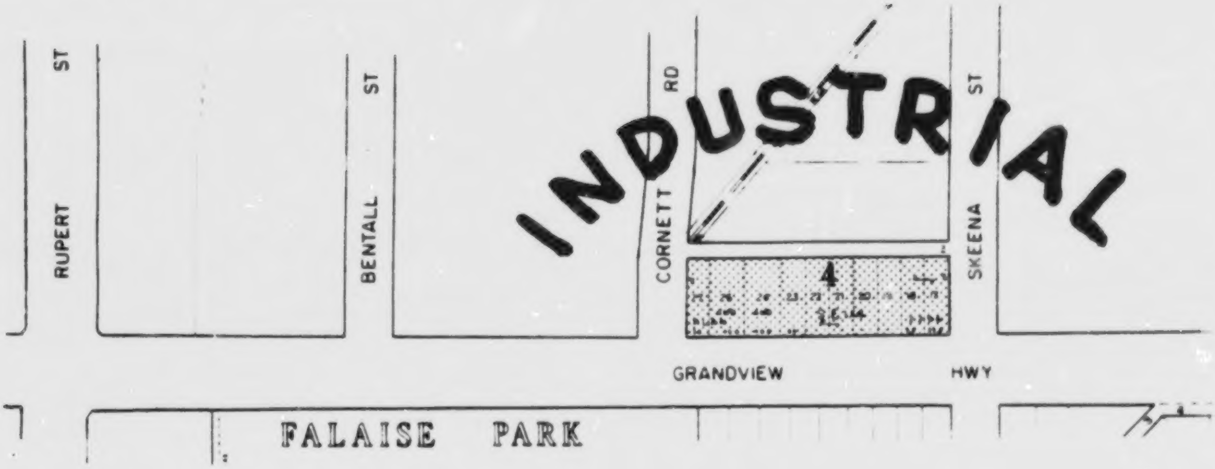
Discussion

The residential enclave on the south side of East Broadway between Renfrew and Kaslo Streets has persisted for many years as a viable neighbourhood despite the existence of industrially zoned land to the east across Renfrew Street, the west across Kaslo Street, and across the lane to the south.



Industrial lands to the east and west are developed with residentially compatible one-storey warehouses maintained in good condition. The industrially zoned site to the south presently consists of a single legal parcel of 2.46 ha (6.1 ac.) which is vacant and for sale. Future redevelopment of this site should be suitably regulated via the proposed I-1 District Schedule but particular attention should be given to the location of noise generating activities, the provision of adequate screening along the northerly site boundary and restricted (or prohibited) vehicular access via the existing lane adjoining the site. Subject to resolution of these aspects during development permit application review, the residential lands north of this industrial site should be assured of a satisfactory residential environment.

The residentially zoned (RT-2) and developed block frontage on the north side of Grandview Highway between Skeena Street and Cornett Road is an historical anomoly from the 1930s when the industrial zoning was limited to a smaller area located some distance from what is now Grandview Highway. The 10 legal parcels comprising this site should ultimately be consolidated with the northerly adjacent industrial parcel and the intervening lane and rezoned for industrial use.



Once rezoned, the 12.192 m (40.00 ft.) landscaped setback requirement along the north side of Grandview Highway would apply. At present, with a depth of only 33.53 m (110.00 ft.), residential development must provide a minimum front yard of 6.096 m (22.00 ft.). This limited property depth makes industrial redevelopment impractical, particularly given the differential value of industrial and residential lands and the limited width of the individual legal parcels.

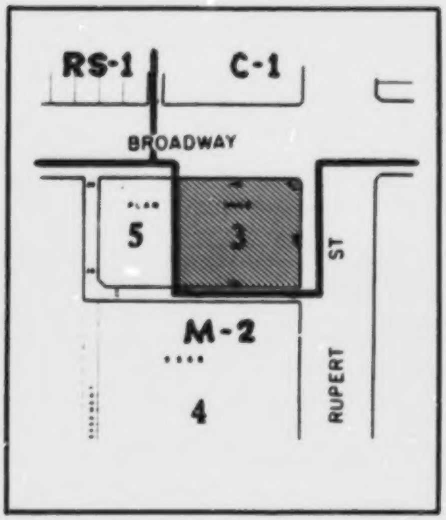
With closure and consolidation with the northerly adjacent lane, the 10 parcels could be combined to create a site of 0.439 ha (1.085 ac.). After allocating land for the required landscaped setback a developable site area of 0.304 ha (0.75 ac.) would remain.

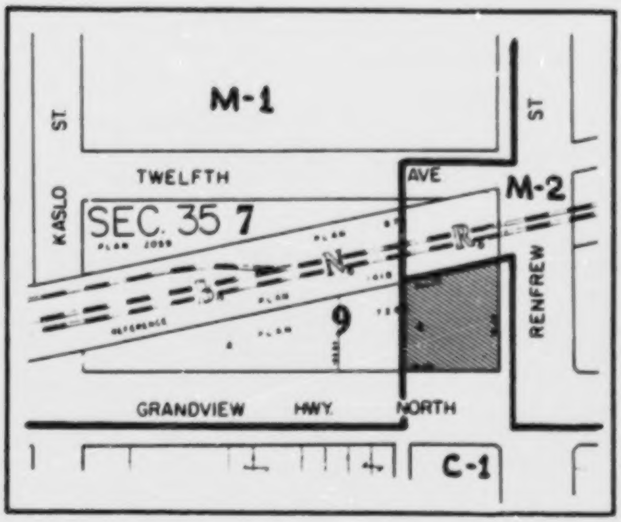
Although the economics of acquiring and converting residentially developed property to industrial use clearly tend to suggest continuance of this residential enclave for the foreseeable future, favourable consideration should be given to owner initiated rezoning to a suitable new industrial zoning, subject to consolidation as discussed or comparable.

7. Other Rezonings

POLICY 6.7 *Review the suitability of the present C-1 zoning on lands located within the boundaries of the Lougheed and Boundary Industrial Area as part of a future Commercial Zoning Study by the Planning Department.*

Action #1 *Retain the present C-1 zoning on lands at the southwest corner of Broadway and Rupert Street and at the northwest corner of Grandview Highway and Renfrew Street pending a review to determine whether alternate zoning is more appropriate.*





Discussion

Neither of the existing commercial developments at the above-noted locations fully comply with the intent of the existing C-1 zoning which is to provide convenience goods and services commonly required on a day-to-day basis by those in the local neighbourhood. However, this situation is not unique, being common to many C-1 developments. Nonetheless, in view of this reality and several identified trends in the supply of commercial goods and services, a review of the city's commercial zoning should be considered in a future Planning Department Work Program.

In addition to identifying lands appropriate for the new C-4 Commercial zoning, the future study should review the need for and present distribution of C-1 zoned lands, particularly in the northeast sector. Suitable future zoning and uses for the above-noted C-1 sites within the Lougheed and Boundary Industrial Area should await this more detailed review.

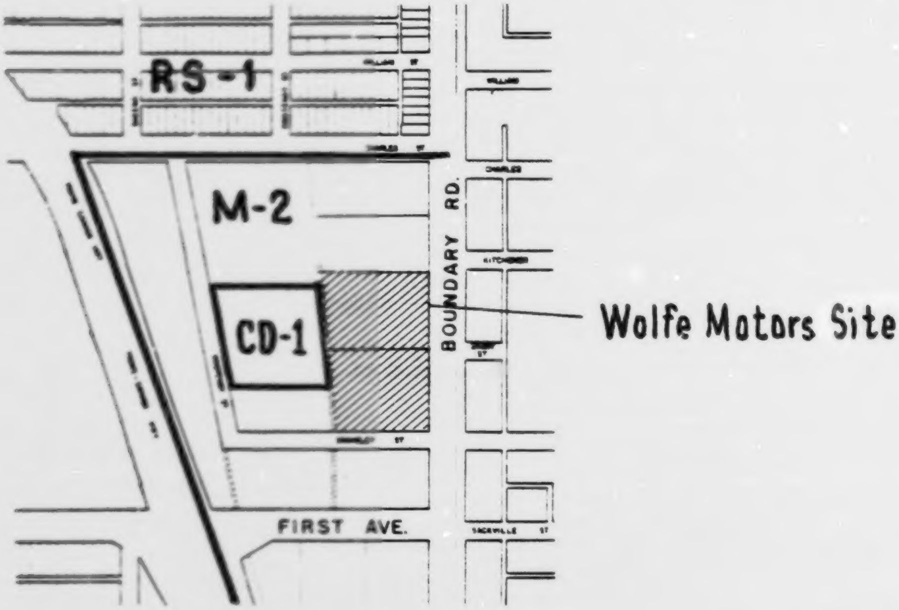
POLICY 6.8 *Review the suitability of the zoning applicable to the Wolfe automobile dealership on Boundary Road to ensure that the approved use does not become non-conforming, that commercial uses do not spread elsewhere along this edge of the Lougheed and Boundary Industrial Area, and that future use of this site, if vacated by Wolfe, be in compliance with the industrial zoning applicable to adjoining lands.*

Action #1 *Review, as part of a future Planning Department Commercial Zoning Review, Council's directive of May 15, 1984 to include the Wolfe site in the proposed C-4 zone when that zoning is submitted to Public Hearing, to ensure that the proposed C-4 District Schedule is the most appropriate.*

Discussion

On May 15, 1984, Council approved a recommendation from the Director of Planning to support a development permit application to use the existing industrial building and site at 1475 Boundary Road for automobile sales and service. Wolfe were already using the adjacent site for a truck/van/RV retail facility. The proposed I-1 zoning for these and other M-2 zoned lands in the Lougheed and Boundary Industrial Area would render various aspects of the Wolfe dealership non-conforming. Consequently, Council agreed that a rezoning to C-4 Commercial should be considered.

The C-4 District Schedule presently being developed by City staff has been proposed to allow a variety of general business uses. For example, "office" is an outright approval use up to a floor space ratio of 2.0. While there may have been justification for permitting the specific uses associated with Wolfe Motors, a rezoning of the site to C-4 would allow for a variety of alternate uses which would be detrimental and clearly contrary to Council's industrial policy. A suitably drafted CD-1 by-law, limiting use of the Wolfe site to that presently approved, would maintain legal conformity while limiting future use, allowing for future consideration of a rezoning to I-1 should Wolfe vacate the site.



As an alternate to the proposed C-4 zoning, consideration should be given to a rezoning of the site to CD-1 Comprehensive Development District.

POLICY 6.9 *Lands designated for park use in the Thunderbird neighbourhood should be suitably zoned for this purpose and issues of tenure resolved to enable continuation of this park in the long term.*

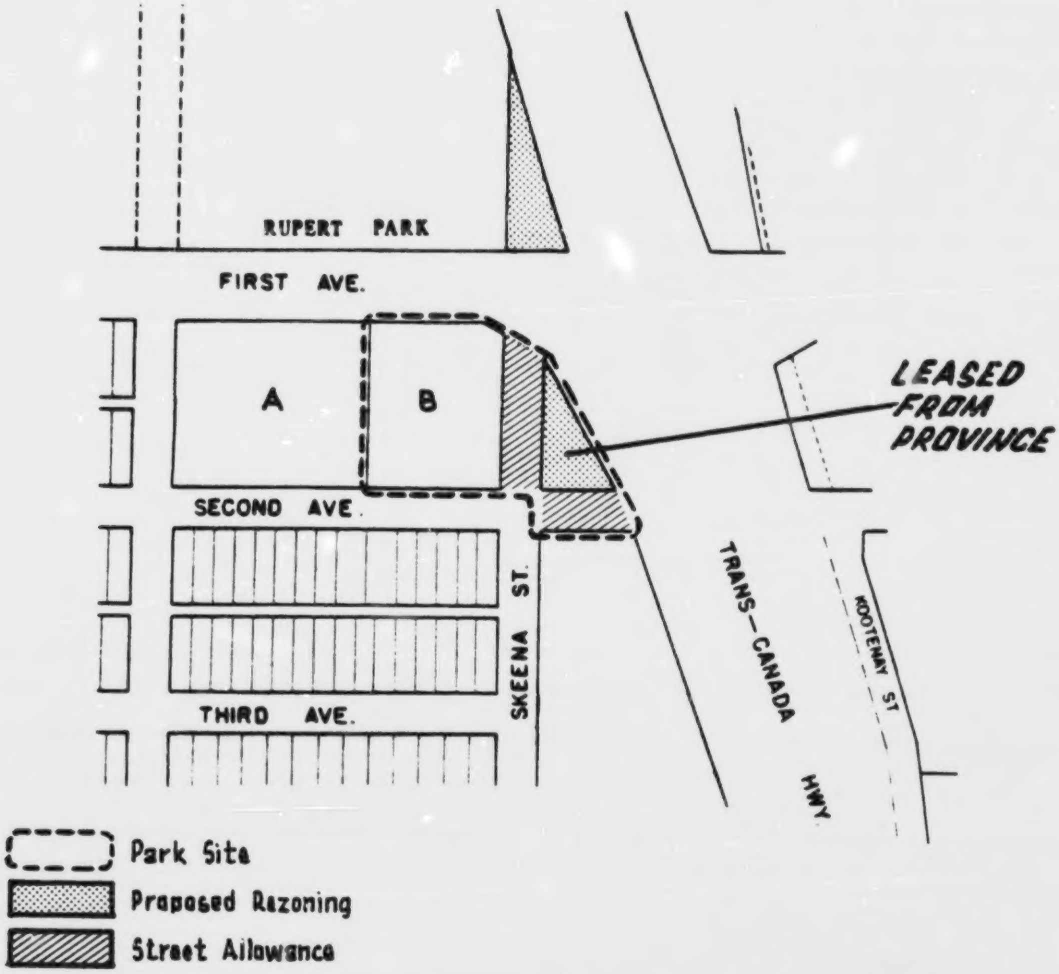
Action #1 *Implement a rezoning from M-1 Industrial District to RS-1 One-Family Dwelling District of those lands on the northwest corner of East Second Avenue and Skeena Street.*

Action #2 *Council resolve to make application to the Provincial Government (Minister of Highways and Public Works) to convey, for park purposes, the site being the 0.119 ha (0.295 ac.) triangular area of land on the northeast corner of East Second Avenue and Skeena Street.*

Action #3 *Upon successful conclusion of the foregoing action, consolidate the triangular parcel with the two adjacent street allowances and, if possible, the westerly adjacent parcel (Lot B), and pursue suitable arrangements for preservation of these lands as a neighbourhood park.*

Discussion

As part of the approved 1975 concept plan for the Thunderbird lands, a neighbourhood park was developed to the north of the Sikh Temple and east of the proposed housing site.


RUPERT PARK
FIRST AVE.
A
B
LEASED FROM PROVINCE
SECOND AVE.
THIRD AVE.
SKEENA ST.
TRANS-CANADA HWY
KOOTENAY ST
Park Site
Proposed Rezoning
Street Allowance

As noted on the diagram, a triangle of land within the park site is presently leased from the Province of B.C. (Ministry of Highways & Public Works) and, while not developed with industrial uses is zoned for this. This triangle of land and a similar area to the north within Rupert Park should be rezoned from M-2 to RS-1, being the zoning district common to most public parks.

In implementing the neighbourhood park, Council agreed to turn over the unopened Second Avenue and Skeena Street allowances to the care and custody of the Parks Board for the duration of the City-held lease of the abutting triangular site. This lease from the Province of B.C. expires in 1996. Council's decision could not be pursued since lands cannot legally be turned over to the care and custody of the Park Board for a limited period of time. Hence, until the City secures title to the triangle of land the street allowances will remain as such. This does not pose a particular problem at present since the Park Board are maintining the entire park site. However, the future of the easterly portion of this park may be in jeopardy come 1996 and efforts should be made before then to secure this site more firmly as a neighbourhood park.

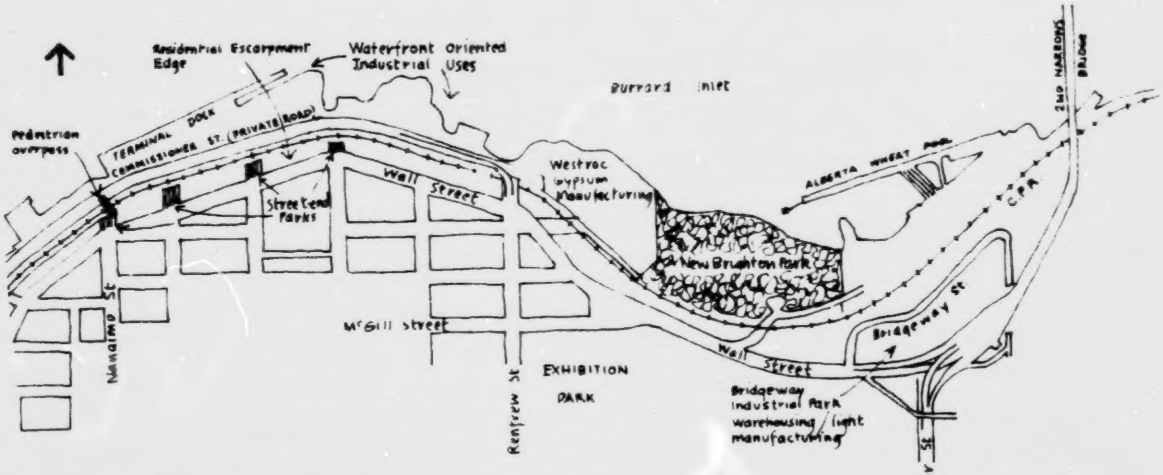
The Waterfront

Although the waterfront and related port activities extend much further to the west, one of the most distinguishable features of Hastings-Sunrise is the Burrard Inlet waterfront along its entire northern edge. The waterfront in Hastings-Sunrise is divided into three distinct areas:

1. West of New Brighton Park, a residentially developed escarpment along Wall Street overlooks the industrial area and ocean below. The industrial area is itself a narrow strip that runs the length of the shoreline with most of the businesses catering to the fishing industry. The main exception is a gypsum manufacturing plant located just west of New Brighton park. Running along the base of the escarpment is a private road, Commissioner Street, and the C.P.R. railway tracks. With a few exceptions, most of the industrial buildings are low in scale and residents above live in higher than average quality houses with unimpeded views of the mountains and the sea. Because of these features, Wall Street is considered to be one of the prime residential areas within Hastings-Sunrise;

2. East of New Brighton Park, the massive towers of the Alberta Wheat Pool characterizes the area right to the Second Narrows Bridge as well as a small, relatively new light industrial area along Bridgeway Street to the south of the railway line. This latter area has no functional relationship with the working port;

3. In the centre of these two areas is New Brighton Park, the only City park along the whole of the eastern waterfront. The 6.7 ha (16.5 ac.) of parkland are well used during the summer months for picnicking and organized sports and the outdoor pool has the second highest patronage of all such pools in the whole city (see Section 4: Parks and Recreation).


Residential Escarpment Edge
Waterfront Oriented Industrial Uses
Burrard Inlet
2ND NARROWS BRIDGE
Pedestrian overpass
TERMINAL DOCK
COMMISSIONER ST. (PRIVATE ROAD)
Wall Street
Street end Parks
Westroc Gypsum Manufacturing
ALBERTA WHEAT POOL
C.P.R.
New Brighton Park
Nanaimo St
McGill street
Renfrew St
EXHIBITION PARK
Wall Street
Bridgeway St
Bridgeway Industrial Park warehousing / light manufacturing
Cassiar St

The Existing Waterfront

Because the eastern section of the working port is tied in with the functioning of the rest of the port, much has been written about it over the years and many policies governing it under a variety of jurisdictions already exist. Most recently, a draft Master Plan for Vancouver's port was prepared by the Port of Vancouver (the port authority established under the jurisdiction of the Federal Government). City Council has reviewed the draft Master Plan and adopted various policies in response. Furthermore, the City's industrial strategy work has focussed at times on the port and a number of Council policies have been adopted that directly affect the Hastings-Sunrise waterfront.

GOALS

1. To maintain an appropriate balance between the industrial primacy of the port and the quality of the residential environment within Vancouver Heights and along Wall Street.
2. To provide for public access to the port.
3. To provide for the needs of industrial port workers.

POLICIES

1. Industrial Land Use

POLICY 7.1 *The industrially designated portions of the waterfront, with the exception of New Brighton park, should be designated for marine and marine related industrial uses.*

Action #1 *Support the draft Master Plan recommendations for the port regarding the designation of the Terminal Dock site for trans-shipment purposes, consolidation of the fishing industry east of Terminal Dock and improvements to the Alberta Wheat Pool to allow for use by larger ships.*

Action #2 *Support retention of light industrial uses in the Bridgeway Industrial Area, recognizing that this industrial enclave has no natural affiliation with port-related uses.*

Discussion

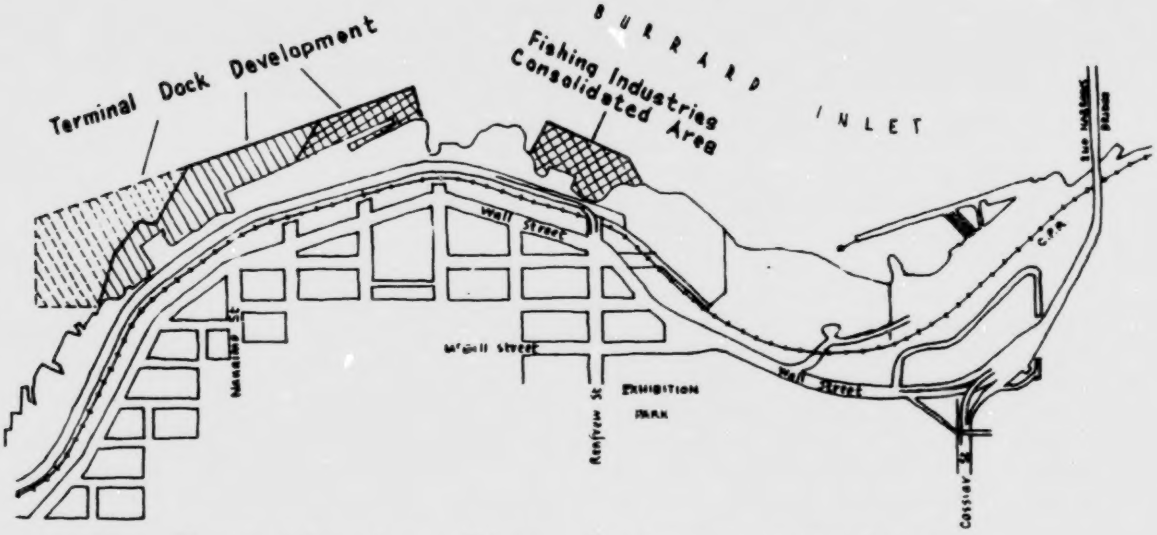
City policy for the waterfront east of Gore Avenue to Boundary Road is expressed to a great extent through the existing M-2 heavy industry zoning designated for the whole of the area. In December 1982, Council further refined city policy in response to an early draft of the Port Master Plan by approving a policy clarifying the City's preference for marine and marine-related industries for the waterfront from Gore Avenue to Boundary Road, including the Hastings-Sunrise waterfront. The preferred land uses for this area, supported by Council are:

(i) industrial facilities for trans-shipment and storage of goods to and from marine vessels;

(ii) uses involving ship repair, construction, and outfitting; and

(iii) manufacturing uses requiring marine moorage (such as fish packers, tugs and fish boat operations).

Specific recommendations for waterfront industrial sites in the draft Port Master Plan, outlined in the action statement above, confirm the City's policy for marine-oriented uses and should therefore be supported.


Terminal Dock Development
Fishing Industries Consolidated Area
BURRARD INLET
Wall Street
McGill Street
Nanaimo St
Renfrew St
EXHIBITION PARK
Cassiar St
C.P.R.

Draft Port Master Plan Recommendations

▩ 2000

▨ 2010

░ 2010 (Possible)

In 1984, jurisdiction over port activities changed with the establishment of the Vancouver Port Corporation replacing the Port of Vancouver. Although now considered as a reference document, the draft Port of Vancouver Master Plan did lead Council to a comprehensive policy position which will provide a good basis for future discussion with the Vancouver Port Corporation.

The Bridgeway Industrial Area is relatively isolated from the southeasterly adjacent residential area by virtue of the intervening freeway connection with the Second Narrows Bridge. Extensive railway trackage also isolates these industrial lands from marine-oriented industry on the waterfront to the north. Given these major transportation corridors which effectively sandwich this industrial enclave and its proximity to the intensive Alberta Wheat Pool operation to the north, the Bridgeway Industrial Area is appropriately situated for continued light industrial uses.

2. Residential Interface

POLICY 7.2 *Industrial development on the waterfront and in the Bridgeway Area should be sensitive to the quality of the adjacent residential environment along the escarpment by controlling building height and environmentally incompatible uses.*

Action #1 *Request the Vancouver Port Corporation to adopt the above policy.*

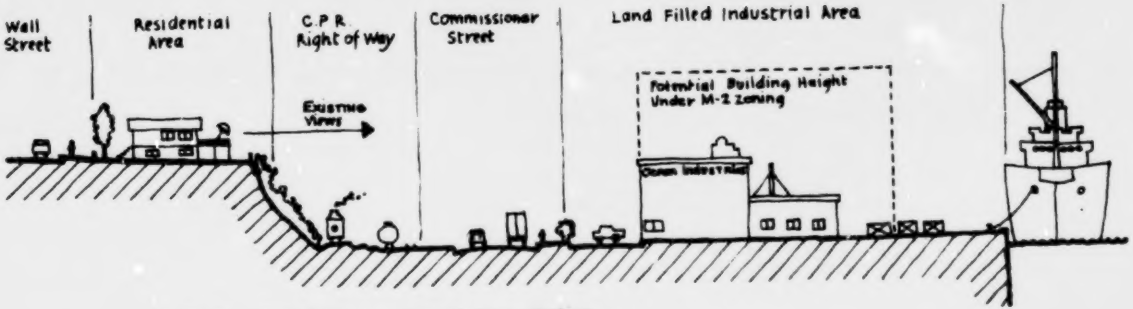
Action #2 *Review the existing industrial zoning on waterfront lands and in the Bridgeway Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.*

Discussion

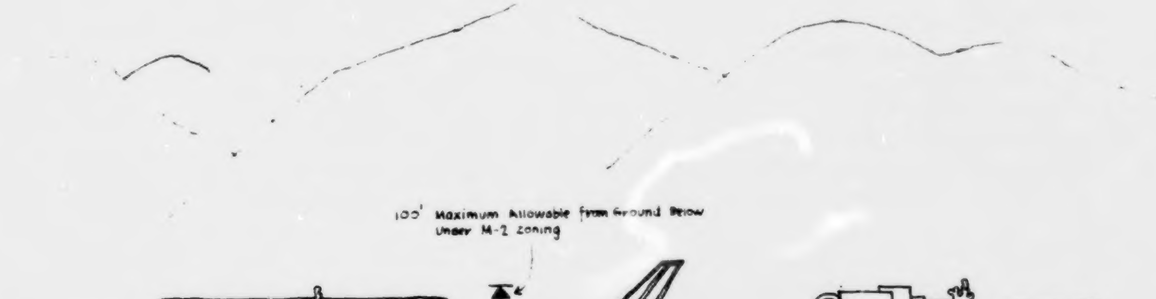
In December 1982, Council decided that within the waterfront industrial area adjacent to residential communities in Grandview-Woodlands and Hastings-Sunrise, "Development should be sensitive to the fact that residential uses line the escarpment -- adequate screenings of the unattractive, maintaining views of the water and mountains". The draft Port Master Plan made no reference to potential industrial/residential interface problems and did not suggest any form of control on new development (that could include extensive land filling) that could block views and uses that could be detrimental to the adjacent residential environment.

In March 1984, Council, in reviewing the final draft Port of Vancouver Master Plan, requested the Port "to submit specific development proposals to the City for development review through normal channels established for amending official plans, rezoning, and approving development permits". Should the Port authorities follow the spirit of this request, development permits will be considered within the constraints of the City's zoning which, under the existing M-2 would allow outright approval uses to 30.48 m (100.0 ft.) in height. Most of the uses slated for the area are conditional approval uses under the present M-2 zoning, giving the Director of Planning some jurisdiction over form, screenings and use, but there are no guidelines to follow.

An engineering study of the stability of the escarpment edge done in 1979 found that properties from Nanaimo to Renfrew Streets sit between thirty and seventy feet above sea level, and this varies with the location. This edge is relatively stable and will not likely change for many decades. From these properties the views down to the water and out horizontally to the mountains are equally spectacular and have led to the development over the years of many examples of quality houses that would not otherwise have been built without the views. Views from these residences, therefore, as well as from the five public street end parks (see Policy 4.8, Section 4: Parks and Recreation) are important to be maintained.


Wall Street
Residential Area
C.P.R. Right of Way
Commissioner Street
Land Filled Industrial Area
Existing Views
Potential Building Height Under M-2 Zoning
Ocean Industries

The Existing Waterfront   Typical Cross-Section


100' Maximum Allowable from Ground Below Under M-2 Zoning
Mini-Park
Escarpment Edge
Ground Level Below Escarpment (Commissioner Street)

Typical Section of Wall Street Looking North · Showing Possible View Blockage with Redevelopment Under M-2 Zoning and Following Port Master Plan Recommendations for the Area

To this end, the existing M-2 (heavy industry) zoning along the waterfront and the M-1 (light industry) zoning in the Bridgeway Industrial Area should be reviewed at such time as alternate industrial zonings are available for possible application. In the interim, Council should request the Vancouver Port Corporation to adopt a policy position which will ensure that future port development is sensitive to the adjacent residential community in terms of both uses and forms of development.

3. Dangerous Cargo Movement

POLICY 7.3	*Hazardous goods movement by rail or road should be phased out of the eastern portion of the Vancouver waterfront area as soon as possible.*

Action #1	*Request the Vancouver Port Corporation to adopt the above policy in support of the December 1983 Canadian Transport Commission orders to phase out transportation of dangerous commodities in the Vancouver waterfront area.*

Discussion

In December 1982, City Council decided to support "the cessation of all hazardous goods movement in the entire waterfront area with the exception of those commodities required for industry in the port area". The final draft of the Port Master Plan recognized the desirability of the relocation of hazardous goods handling from the downtown and recommends that no new terminals for trans-shipment of hazardous goods be developed within the inner harbour and that new slips for truck and rail cargo should be located at Roberts Bank. As well, the Canadian Transport Commission has recently announced its intention to pursue the phasing out of all dangerous commodity rail traffic from the Vancouver Waterfront area by January 1, 1986.

The draft Port Master Plan did not, however, make refernece to the need to phase out hazardous goods movement along the eastern portion of the Vancouver waterfront that runs next to the residential communities of Grandview-Woodlands and Hastings-Sunrise. Given that a major rail disaster could affect many thousands of people in this area, it is recommended that Council request the Vancouver Port Authority to adopt a policy to phase out dangerous cargo movements from the eastern port area adjacent residential communities as well as from the downtown.

4. Public Access

POLICY 7.4 — *Direct public access to the water's edge or viewing platforms within the industrial area should be provided where feasible.*

Action #1 — *With the redevelopment of the Terminal Dock site, encourage the Port of Vancouver to extend the existing pedestrian overpass at the foot of Nanaimo Street over Commissioner Street and onto a rooftop observation area.*

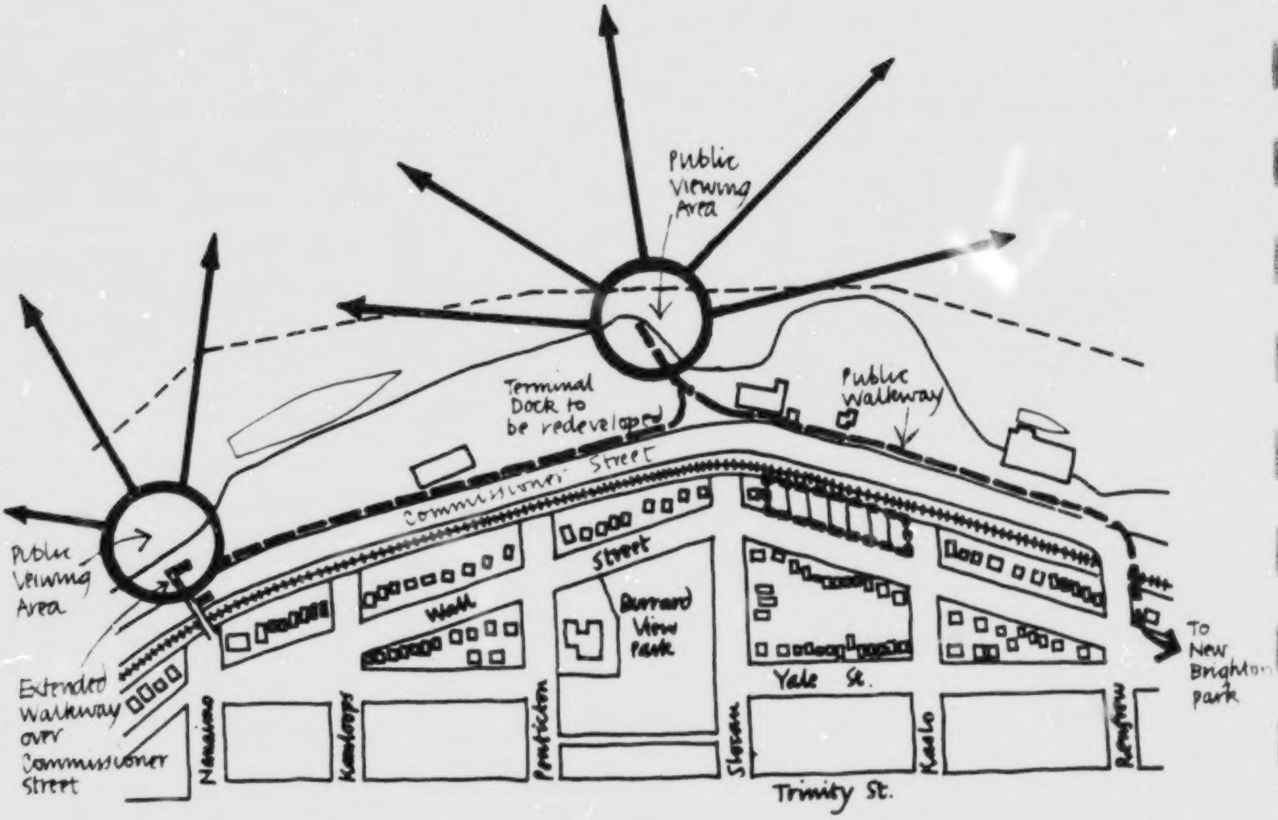
Action #2 — *The majority of the Westroc site to the west of New Brighton Park should be redeveloped for port-oriented industrial use (s) on the waterfront site and, in the future, housing on the southerly site, with future decisions on use recognizing the need for compatibility with New Brighton Park and involving local input.*

Action #3 — *Assuming the Vancouver Port Corporation is to be successful in acquiring the Westroc site to the west of New Brighton Park, seek a commitment from the Port to provide, possibly through lease or sale to the City, land to provide public waterfront access, with the location and configuration of the waterfront access to be the subject of further discussion.*

Discussion

In December 1982, Council decided to support the need for "one or two fingers of direct access to public viewing places amidst the busy areas of the port" and "observation decks and rooftop viewing areas which do not interfere with the working port activities". The final draft Port Master Plan supported, in principle, these suggestions and stated, "It is also recommended, as a matter of principle, that Port lessees, depending on individual circumstances, be required to provide for either public access or public viewing". The draft plan also stated further that various opportunities exist for this function west of New Brighton Park and that further investigation with the participation of the local community is envisaged.

A major opportunity exists to implement the draft plan's stated principle. At the foot of Nanaimo Street an existing pedestrian overpass crosses the railway tracks below and ends near to the Terminal Dock site, now awaiting redevelopment as a trans-shipment facility. Extension of the overpass over Commissioner Street and onto a properly designed rooftop observation deck would provide a first-hand opportunity for residents from a broad area to observe the working port. The Vancouver Port Authority should be encouraged to pursue this development.

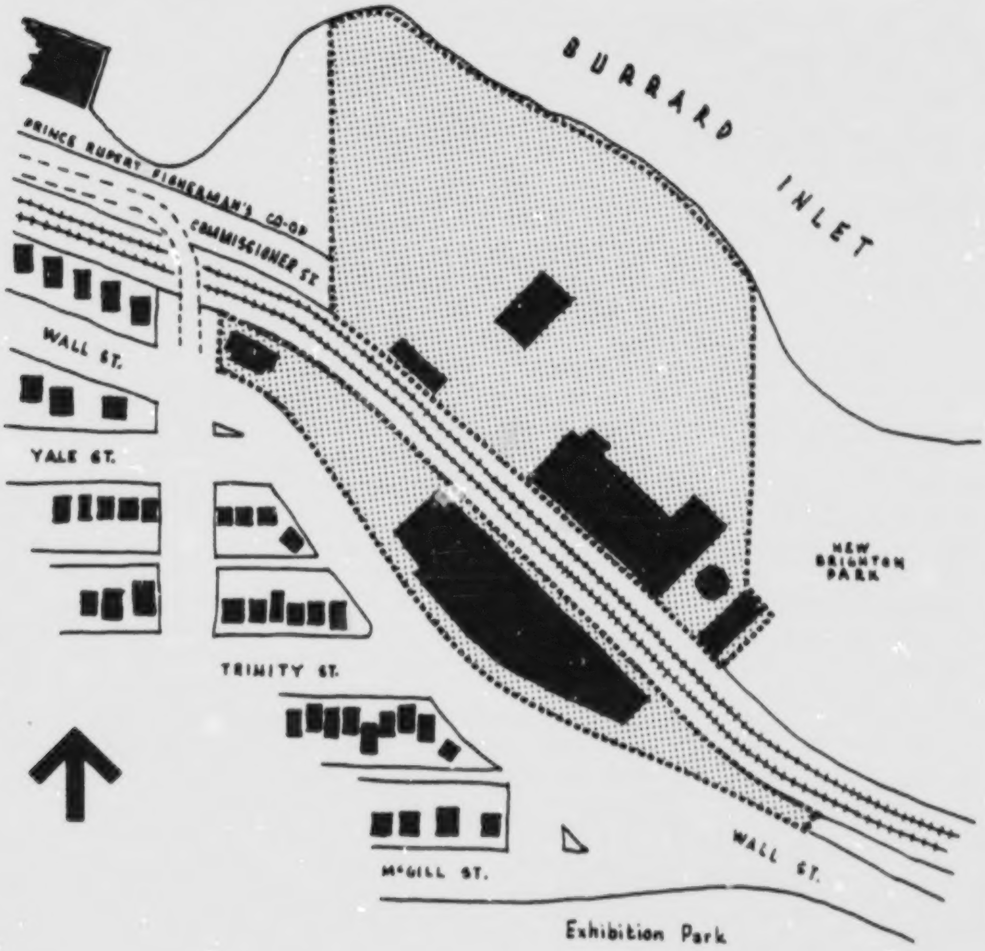

Public Viewing Area
Terminal Dock to be redeveloped
Public Walkway
Commissioner Street
Public Viewing Area
Street
Wall
Burrard View Park
Yale St.
Trinity St.
Extended Walkway over Commissioner Street
Nanaimo
Kamloops
Penticton
Slocan
Kaslo
Renfrew
To New Brighton park

On a number of occasions over the last few years, local community groups have requested City Council and the Park Board to acquire the 9+ acre Westroc Gypsum site to the west of New Brighton Park in order to add to the acreage of the park because of its unique waterfront location. Response, however, has been weak, and the 1982 Parks Board Master Plan recommends improvements to, but not the expansion of, the park. The final draft Port Master Plan suggests that because the gypsum plant is not dependant upon the port for materials shipment it could be relocated away from the waterfront and the site used for fishing industry consolidation or other industries requiring a waterfront location. The site, nevertheless, is strategically located between the park and the residential community it serves to the west. The current use of the site blocks direct pedestrian access to the park and blocks a potential vista of the park from the residential area. Future industrial development of the site could also affect the environmental quality of the park itself.

What is recommended is a middle course of action. The site should be redeveloped in the future with marine-orientated industrial uses that are visually interesting such as fishboat moorage and repair, smaller ship loading and small ship building. Included, if deemed appropriate by economic feasibility and community impact analysis, a public fish market would allow for intensive use of part of the site and could also include sales outlets to service commercial marine operations. The site is large enough to accommodate several of these uses. Alternate marine-oriented industrial uses may be equally suitable. One of the primary features of site development should be public access by way of elevated viewing areas and catwalks over the purely industrial sections and ground access to retailing and non-hazardous industrial areas.

The 3.5± acre parcel of industrial land also owned by Westroc between the railway tracks and Wall Street would best be taken out of industrial use in order to provide a strong visual linkage between the residential community and the park. This area should be used for multiple family housing, low in scale and stepped down the hillside.

Westroc Industries Site


BURRARD INLET
PRINCE RUPERT FISHERMAN'S CO-OP
COMMISSIONER ST
WALL ST.
YALE ST.
TRINITY ST.
McGILL ST.
WALL ST.
NEW BRIGHTON PARK
Exhibition Park

The developed lands north of the railway tracks and the adjoining, vacant, land-filled waterfront portion of the site are owned by Westroc. As of May 1985 the land north of the railway tracks and a portion of land south of the tracks was up for sale. At that time, the Vancouver Port Corporation was pursuing the purchase of the Westroc Property. Council directed the Planning Department to negotiate with the Vancouver Port Corporation public waterfront access for those using the adjacent park should the corporation successfully acquire the property.

5. Amenities for Industrial Workers

POLICY 7.5 *Improvements should be made to the industrial portion of the waterfront to provide for the needs of industrial workers.*

Action #1 *Request the Vancouver Port Authority to improve conditions for port workers, including provision of a lighted sidewalk along Commissioner Street, adequate employee parking below the escarpment edge and a restaurant oriented to serve port workers.*

Action #2 *Request B.C. Transit to establish bus service along Commissioner Street to serve port employees and visitors.*

Discussion

The final draft Port of Vancouver Master Plan made no reference to the needs of port workers who play an important role on the waterfront. At present, Commissioner Street has no sidewalks and fish processing workers and others who depend on the Powell bus must walk from the nearest City bus stops at Victoria Drive or Renfrew Streets in order to access their places of work. Provided the port roadway is discontinuous and therefore of no advantage to downtown commuters, bus service should be established along the waterfront. In addition to the installation of the bus bays, any improvements to Commissioner Street (see Policy 2.4, Section 2: Traffic and Transportation) should include a properly lit sidewalk for the safety and convenience of these pedestrians. Probably due to poor access by public transit, most employees presently travel to the port by car. Any future road widening or industrial development should not erode parking availability to the point where workers must park on the residential area to the south and walk across the Renfrew overpass or the Nanaimo pedestrian overpass to access the port.

Currently, there is no restaurant within the area designed to serve port workers similar to the restaurant at the Campbell Dock area to the west. This would be a desirable feature for the eastern area of the port and could be encouraged by the Port as part of a larger industrial development at the Terminal Dock site, for example.

It is recommended that Council request the Vancouver Port Authority to provide for the above mentioned amenities for the port workers.

6. Wall Street Cliff

POLICY 7.6 *The cliff face should be protected to preserve and provide security for the residential properties on the north side of Wall Street and to reduce the maintenance required by the CPR on their lands and tracks at the toe of the cliff.*

Action #1 *Encourage the CPR to build a low retaining wall at the ditch level to prevent the shallow slides at the toe of the oversteepened talus slope, to allow the talus slope to reach a stable angle of repose, to allow the talus slope to extend further up the face of the cliff to protect the rock from weathering especially at the seepage layers, and to reduce the volume of debris that has to be cleared off the railway tracks.*

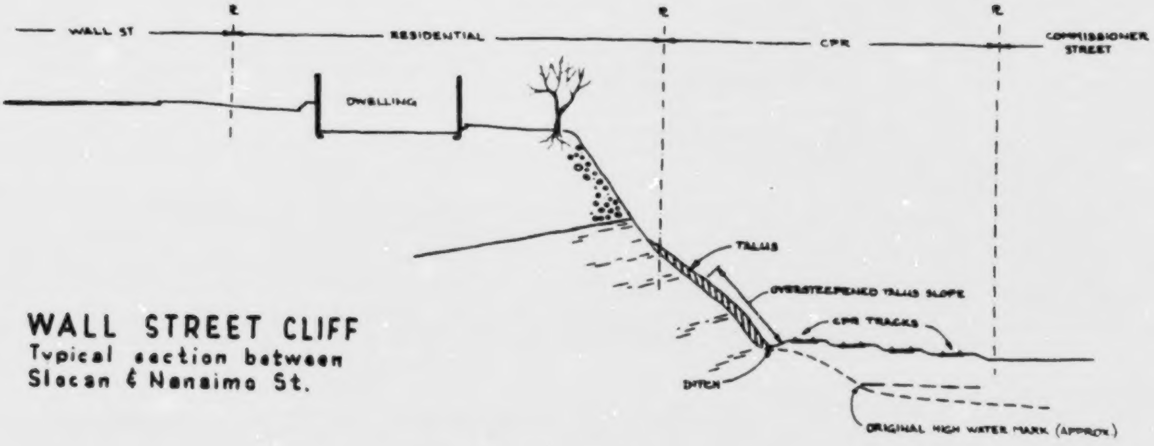
Action #2 *Encourage abutting property owners to prevent water from spilling over the crest of the cliff, minimize groundwater infiltration, prevent people from traversing the cliff face, avoid dumping of materials over the cliff, try to promote vegetation which will control erosion, and construct small crib retaining walls as required to maintain garden areas.*

Discussion

In January, 1979, the Wall Street Cliff Project was set up by the Burrard View - Wall Street Residents Association as a means of carrying out a study on the condition of the Wall Street Cliff. The project was sponsored by the City of Vancouver and the Canada Works Programme.

In its report, Macleod Geotechnical Limited concluded that:

> Much of the Wall Street Cliff crest and face appears virtually the same today as it was in 1928...except for some sections between Penticton and Slocan Streets which appear to have eroded back 5 to 10 feet. Some portions (of the cliff) appear to have eroded little in the last 90 years. Only small rock falls, shallow surficial slides and slow downslope creep in the talus (mass wasting) were observed. The oversteepening of the toe of the talus slope is caused by the construction and periodic cleaning of the CPR ditch. For the talus to function as a long term protection of the cliff face, it must remain undistrubed at a stable slope angle and be protected from weathering, water runoff, undercutting, etc. In particular, dumping of rubbish and debris over the cliff should be discouraged.


℄
℄
℄
WALL ST
RESIDENTIAL
CPR
COMMISSIONER STREET
DWELLING
TALUS
OVERSTEEPENED TALUS SLOPE
CPR TRACKS
DITCH
ORIGINAL HIGH WATER MARK (APPROX.)

WALL STREET CLIFF
Typical section between
Slocan & Nanaimo St.

The report continued, stating that:

> The angle between the horizontal and a line drawn between the cliff toe and the crest is estimated to have been approximately 5 to 14 degrees flatter prior to railroad construction (in 1886) than it presently is, based on the indicated position of the Original High Water Mark. On this basis, if the present cliff continues to erode until it reaches slopes similar to those that existed prior to 1886, the crest in some areas would retreat approximately 10 to 25 feet from its present position (for a 50-foot high cliff). It should be noted that at the present apparent rate of erosion it should take over 100 years to reach these slopes. None of the houses in the study area are in danger of being undermined by erosion of the crest in the foreseeable future.

Wall Street Cliff

In most instances the entire cliff is located on property owned by the CPR, although between Slocan and Nanaimo Streets the present cliff crest generally lies south of the residential property lines (i.e., the residential property includes part of the cliff face). Most of the alternative courses of action presented by the consultants suggest improvements to the toe or base of the cliff. Although primarily beneficial to the upland residential property owners, the toe improvements would also be beneficial to the CPR and it appears from the consultants' report that the construction of the railroad may have created a steeper cliff slope than would otherwise exist.

Staff initiative in addressing this issue could comprise several actions, including facilitation of discussion towards an agreement between the CPR and affected residential property owners, advice on suitable landscaping materials to stabilize the bank, and provision of information to both groups regarding current, common practices which aggravate the present cliff erosion.

Housing

Hastings-Sunrise is, in terms of its zoning and appearance, primarily an area of single-family homes with over 80% of the dwelling units being in this form. Since the earliest days, local residents have taken great pride in their community where the building lots are relatively small, but where a worker could afford to build his own "castle" and raise a family in peaceful surroundings.

But the world has and continues to change. After the Second World War, pressure was on the whole lower mainland to provide building lots so that returning veterans could build houses and raise families. In the 1950's and early 1960's, virtually all of the privately owned lands in Hastings-Sunrise were built upon, and supply and demand forces began to push up the value of single-family lots. Many young families have since moved to the suburbs where land is more affordable.

In 1962, the Skeena Terrace Public Housing Project was built in the Thunderbird neighbourhood. The housing for 600 tenants was desperately needed but the way it was introduced into the neighbourhood, the size of the development, the high density of residents (relative to the adjacent single-family neighbourhood) and the stark, box-like forms of the apartment style buildings became a lesson in how not to house people in need.

A newer experiment with non-profit housing is the Adanac Co-op, located within the Charles-Adanac neighbourhood on previously City-owned land. Recognizing the mistakes made with Skeena Terrace, the co-op was developed with 165 family-oriented townhouses and a small apartment building and has a reasonable amount of open land that is held in common by the residents. The co-op is entirely self-governed and is considered by occupants and the adjacent community to be a residential success.

Today, the whole district retains its image as a single-family area with a few small apartment buildings along Nanaimo Street and a few other special needs housing facilities built over the years. What is not readily seen, is the hundreds of secondary suites that exist in basements, attics, and "Vancouver Specials" that, while technically illegal, help to bridge the affordability gap in local housing need.

CITY TRENDS

Traditionally, residents in Hastings-Sunrise have fought against change to the single-family character of their community and they have generally been successful. But what will be the future implications of no change? Physically, the residential streets will become more attractive than ever, but these streets may be housing only newcomers wealthy enough to afford the single-family homes in this relatively central location. Sons and daughters of today's residents may well be forced into the distant suburbs, into inner-city multiple dwelling districts or into whatever illegal suites they manage to find in Hastings-Sunrise.

City growth projections have resulted in a number of startling findings. In the 1970's, downtown office growth had used up about 25% of the capacity of the land zoned for this purpose while residential growth had used up close to 80% of the city's land zoned for residential purposes. In the 1980's, these figures will jump to about 45% of the capacity for office and 95% of the capacity for residential. In the 1990's, the downtown will be about at 90% capacity with the residential being 20% over the zoned residential capacity.

The result of these projections will be:

- proportionately higher housing costs in the city as demand exceeds supply;
- longer commuting time for suburban residents working downtown;
- significant demand for government expenditures on public transportation services such as additional bridges and roadways; and
- many lower income families and middle income families with children will be financially unable to live in the city, only to have to commute long distances back to employment in the city. This will further compound existing problems associated with commuter traffic passing through Vancouver's communities such as Hastings-Sunrise.

The suggested response for the city is to increase the capacity of existing residentially zoned land. This would allow the city to keep up with projected housing demand for future downtown workers. Careful analysis will, however, be required before any lands are rezoned for increased capacity. For example, most of the increased residential densities have occurred over the years in inner-city neighbourhoods already under-served with municipal services like parks and recreation facilities. The same neighbourhoods have also frequently suffered from downtown commuter traffic problems. To add even more to the residential density in these neighbourhoods would worsen this situation. At the same time, most of the city's single-family communities which could better support increased residential capacity have successfully fought against residential change.

A number of criteria have been developed to assist in identifying those existing neighbourhoods which can best accommodate more residential density. These criteria include:

1. under-utilized physical infrastructure
    - road capacities
    - sewer capacities, particularly stormwater
2. under-utilized social infrastructure
    - elementary schools
    - secondary schools
    - child care facilities
3. adequacy of parks and recreation facilities
4. transportation considerations
    - accessibility to downtown employment, ideal 15 minute travel time
    - accessibility to public transportation, 400 metre walking distance
5. complimentary to other planned public investment
    - A.L.R.T.
    - major community facilities
6. housing considerations
    - age and condition of housing (timeliness of redevelopment)
    - retention of affordable housing units
    - achievable net gain in dwelling units
    - marketability
7. other considerations
    - impact areas (i.e. P.N.E.)
    - view sensitivity

A primary concern in the discussion of increased residential density is the interest in maintaining the existing character of neighbourhoods being considered. If the area is one of quiet, tree-lined streets with modest houses and middle-income residents today, the character tomorrow should be relatively unchanged, even though the numbers of dwelling units may have increased. One technique being considered for existing single-family neighbourhoods that prove to meet the above-noted criteria is sensitive infilling of parts of the rear yard, side yard or front yard space with an additional dwelling or dwellings, as well as allowing development of a suite or suites in existing houses. The key to this approach is to maintain the character with detailed design control using special guidelines that take into consideration developments on adjacent properties and the streetscape. It is a technique that has been tried successfully in other cities and in Vancouver in some inner-city neighbourhoods.

Also being considered is the leasing of remaining parcels of city-owned lands around the city to non-profit groups for special needs housing. One recent example of this is the designation and development of city-owned sites at 5th and Renfrew and 7th and Kaslo for special needs co-operative housing projects and seniors' housing. Finally, apart from the possible injection of high-density housing developments in the downtown and higher densities around proposed A.L.R.T. stations, encouragement is being given to the provision of residential units above non-residential uses in downtown office buildings or in neighbourhood shopping areas.

Some of these techniques have applicability in Hastings-Sunrise, but by and large a preliminary assessment indicates that Hastings-Sunrise is not as well suited as many other Vancouver communities to accommodating substantial increases in numbers of dwelling units.

BASIC GOALS

Five basic housing goals have emerged from community discussions and staff analysis:

1. To encourage additional, affordable housing to suit a diversified and enlarged population.
2. To retain the character of residential streetscapes.
3. To respond to the increasing number of illegal secondary dwellings in a fashion which will improve the quality of these units and ensure that future secondary units provide quality, legal accommodation.
4. To recognize unique opportunities to allow development of alternative forms of housing.
5. To maintain residential views in certain areas.

POLICIES

Several policies need to be adopted in order to meet the basic goals:

1. Increased Dwelling Unit Density in Present RS-1 Areas

POLICY 8.1 *Present RS-1 zoned areas should be considered for rezoning to allow for conversion of existing one-family dwellings to contain a maximum of two dwelling units.*

Action #1 *Pursue a rezoning of RS-1 lands to a new zoning district schedule identical to the RS-1 except for the following additional conditional approval use:*

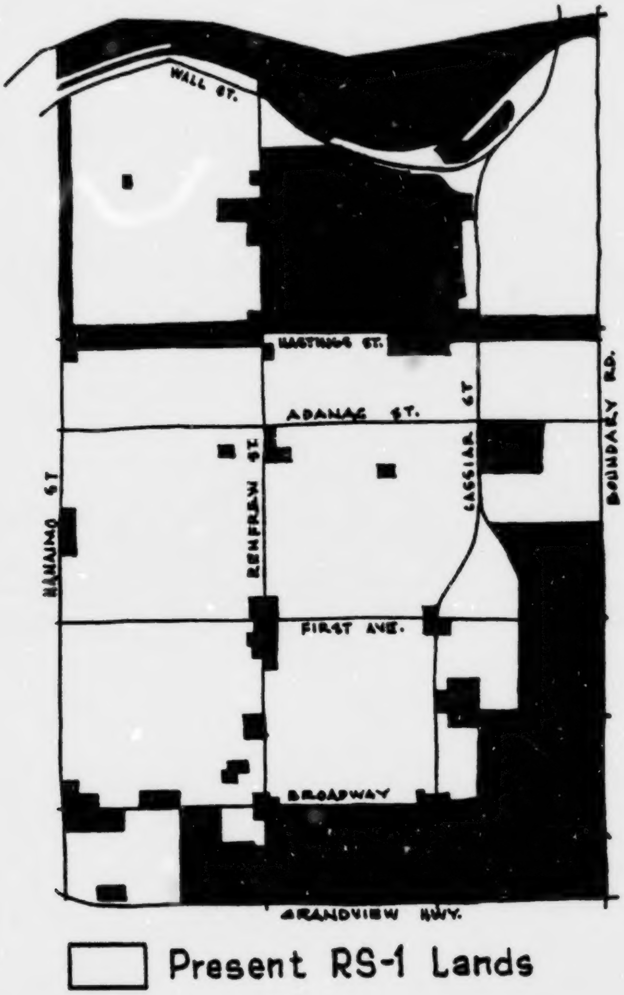
- *multiple conversion dwelling containing a maximum of two dwelling units;*

and develop acceptable standards for such conversions and an acceptable companion program for elimination of illegal, substandard conversions.

Discussion

A preliminary assessment of all communities within the city on the basis of the criteria outlined earlier in this section indicates that RS-1 zoned areas in Hastings-Sunrise differ quite markedly in their suitability for increased residential density and that as a whole, Hastings-Sunrise is not as well suited to further density as a number of other communities. The assessment to date does not, however, qualify in a comparable fashion the degree to which individual criteria afford extra capacity or a deficiency. At best, therefore, the existing RS-1 zoned areas, identified below, should be considered for a possible rezoning to allow for secondary dwelling units within existing single-family dwellings.

Policies 8.1 anc 8.2 and related actions referrec by Council to Planning and Development Committee


WALL ST.
HASTINGS ST.
ADANAC ST.
CASSIAR ST
BOUNDARY RD.
NANAIMO ST
RENFREW ST
FIRST AVE.
BROADWAY
GRANDVIEW HWY.
☐ Present RS-1 Lands

The results are not expected to produce any significant increase in housing but additional, safe and livable residential capacity would be provided.

Appropriate zoning amendments would respond to the issue of illegal suites, many of which have been established over the years in existing single-family dwellings but some of which are created at the time of new single-family construction. Indeed, over the last few years in Hastings-Sunrise virtually all new single-family dwellings contain an approved "summer kitchen", most commonly located on the first storey level of the increasingly popular "Vancouver Special". The result is a de facto two-family dwelling.

Although the two units in a "Vancouver Special" most commonly provide better quality accommodation than illegal suites provided in older single-family dwellings, neither is designed to provide amenities for occupants as well as would a purpose-designed two-family dwelling. However, zoning changes to allow new two-family dwellings as a condition approval use may tend to encourage premature demolition of the existing housing stock and result in more extensive change in the physical appearance of the residential neighbourhoods. If the RS-1 zoning were amended only to allow conversion of existing one-family dwellings to create a second unit, the change in legal status alone would likely result in secondary units of improved design and safety since they would no longer have to be created as unobtrusively as at present, with no permit approval and a nominal investment for fear of city reprisal.

There are no unequivocable figures available on the number of illegal dwelling units in Hastings-Sunrise. Data collected from various sources indicate, however, that approximately 9,860 separate telephone connections (phone numbers) exist in the "single-family" areas of Hastings-Sunrise which contain only 8,540 buildings. On the assumption that single households having two separate telephone numbers would be limited and equal to the number of secondary suites without a telephone, these figures suggest that there are approximately 1,320 "extra" dwelling units in Hastings Sunrise. It is estimated that at most 25 percent of these or 330 units exist in buildings previously approved for conversion. This leaves 75 percent or 990 units which are illegal. This equates to one illegal dwelling unit in every 8.6 single-family dwellings or about 3.5 illegal suites per block. This rate will only increase in coming years, with or without by-law amendment. With by-law amendment, the safety and livability of these units would be substantially improved and associated facilities such as off-street parking would have to be provided.

The proposed zoning amendments would incorporate the new uses only as conditional approval uses. This would allow for development of suitable design guidelines to ensure that secondary dwelling units, in the form of conversions of existing single-family dwellings, would be designed to retain the existing character of the residential neighbourhoods.

2. Increased Dwelling Unit Density Along Busy Arterial Streets

---

POLICY 8.2 *Portions of the residential frontages along East 1st Avenue and East Broadway should be rezoned to allow for residential development that will better respond to traffic noise along adjoining arterials.*

Action *#1* *Pursue a rezoning of RS-1 lands, outlined below, to RM-3A1 Multiple Dwelling District, subject to an amendment which will require suitable design measures to adequately respond to traffic noise.*

Action *#2* *Develop suitable design guidelines for these RM-3A1 sites, with particular regard to noise mitigation and compatibility with adjacent residential development.*

Discussion

Residential properties fronting East First Avenue and East Broadway are zoned RS-1 One-Family Dwelling District, and notwithstanding illegal secondary suites, are developed with single-family dwellings. The vast majority of these dwellings were constructed at a time when traffic levels were insignificant in comparsion with contemporary levels and those which may be anticipated in the future. Dwellings constructed in the last few years may incorporate double glazing but show little evidence of other construction or design to respond to existing traffic noise. It is likely that financial considerations make it impractical to incorporate into a new single-family dwelling noise mitigation features such as triple glazing, solid balcony walls or glazed balcony enclosures. Similarly, few speculative builders would give consideration to dwelling design so as to orient noise-sensitive rooms away from the noise source.

New apartment development on these sites would offer both the opportunity and incentive for improved acoustical design. Being located on major arterial streets, accessibility is good without adverse impact on adjacent residential lands. Broadway is a well established bus route and this area plan recommends that bus service be implemented along First Avenue. In addition, apartment development would shield adjacent residential development from traffic noise, creating a sound shadow which would improve residential livability.

The RM-3A1 District Schedule, applicable to many areas throughout the city, provides a good level of design control and is commonly augmented by design guidelines to reflect peculiarities of site configuration and context. Additionally, design guidelines ensure that new apartment development respects the single-family development which may exist on adjacent property. Suitable guidelines for properties adjoining East Broadway or East 1st Avenue should be established, with particular regard to noise mitigation, privacy of RS-1 development across the lane to the rear of the site, and compatibility with existing development on adjoining sites which may not yet have redeveloped. These design guidelines should be "triggered" via a new regulation in the RM-3A1 District Schedule requiring noise mitigation to the satisfaction of the Development Permit Board on any site which, in the opinion of the Development Permit Board, adjoins a major arterial street.

3. Opportunities on City-Owned Lands

POLICY 8.3 *Explore opportunities to develop alternative forms of housing on selected city-owned land sites.*

Action #1 *Instruct staff to prepare draft development guidelines for a rezoning of the Thunderbird Housing site at 1st Avenue and Cassiar Street to CD-1 Comprehensive Development District for residential development comprising a mixture of apartments/townhouses and single-family dwellings. (See also Section 9: Charles-Adanac Neighbourhood).*

Discussion

In the last few years, the city has recognized the greatest needs in housing are those not being met by the private market, including affordable housing for families and housing for special needs groups like seniors or handicapped persons. The city has, therefore, adopted a general policy of no longer selling lots for the purpose of single-family development as was done in the past, but rather, to lease land to various groups for non-profit housing projects and other community facilities. Unfortunately, much of the city land has been sold over the years, leaving a limited supply today.

In 1982, the city agreed to lease land at 5th and Renfrew, 7th and Kaslo, and rezoned the properties to allow for two co-op housing projects, two senior citizen residential projects and a new neighbourhood house.

Access Housing Co-operative
at Fifth Ave. and Renfrew St.

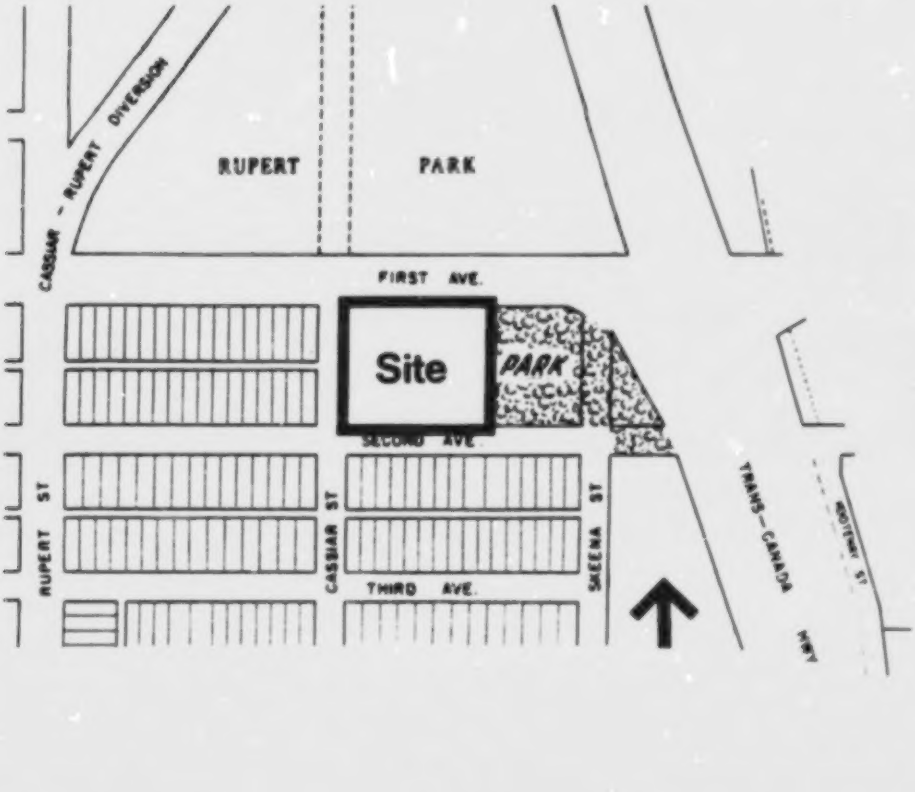
Today, only three sizeable city lands site remain in Hastings-Sunrise plus a scattering of single-family lots. The three larger sites are:

- 7 vacant lots on the north side of Wall Street, between Slocan and Kaslo Streets;
- about 95 vacant lots at the lower part of the Charles-Adanac neighbourhood; and
- 20 vacant lots at the southeast corner of 1st Avenue and Cassiar Street.

The Wall Street lots were acquired in 1975 with the intention of creating a view park but have never been acquired by the Parks Board. They were briefly examined by City staff in 1982 as a potential housing site but dropped because of an embankment stability problem. The site is recommended as a future park (see Section 4: Parks and Recreation).

The Charles-Adanac Lands pose a different dilemma for the city. These lands are addressed separately in Section 9.

The First and Cassiar properties were designated for single-family development in 1979 following designation of several other City-owned parcels of land adjoining the site for warehousing, a church and a small park. The rationale for single-family as opposed to some other form of housing was that the small Thunderbird neighbourhood already had its fair share of special needs housing projects, including the 234 unit Skeena Terrace Housing project and the Beuhla Gardens Seniors Housing project located nearby.



For reasons of traffic noise on First Avenue, single-family dwellings are not the most suitable form of development on the northerly portion of this site but would be the most consistent form of development along the Second Avenue frontage given development on the opposite side. An integrated scheme of development comprising a mixture of suitably designed apartment/townhouse dwellings and one-family dwellings should be pursued, having particular regard to noise mitigation, relationship to existing development on the south side of East Second Avenue and the adjacent neighbourhood park to the east.

4. View Preservation

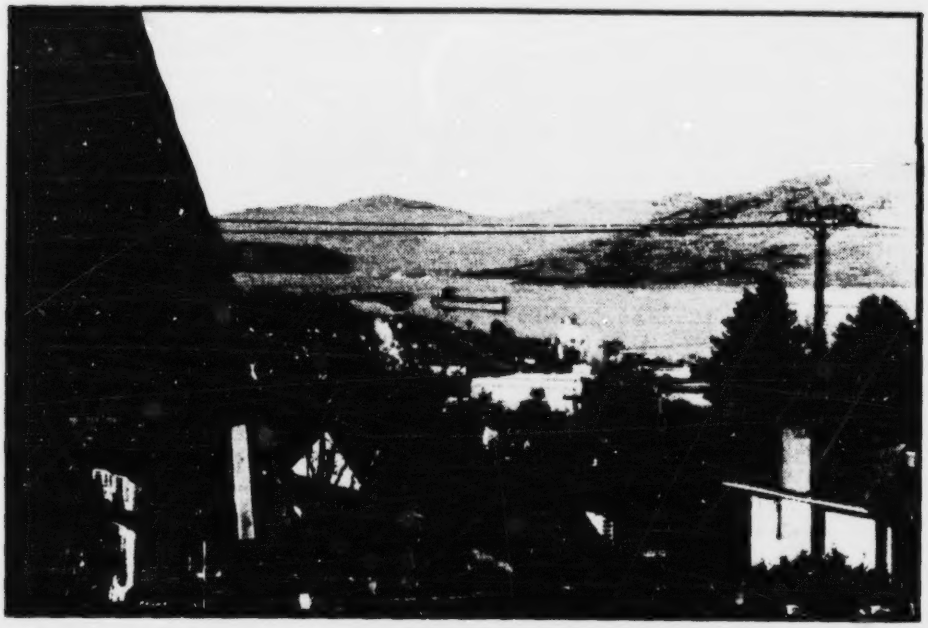
POLICY 8.4 *Existing views enjoyed by residents in designated portions of Hastings-Sunrise should be preserved within reasonable limits.*

Action #1 *Designate view sensitive areas in Hastings-Sunrise and provide special staff processing of development permit applications for new houses or additions to existing houses to insure adjacent residents' mountain views are not unduly affected.*

Discussion

The preservation of residential views has been a contentious planning issue for some years. In 1980, the Planning Department identified for Council all view sensitive single-family areas including those in Hastings-Sunrise, with particular reference to areas with views to the north to mountains, water and the downtown. The "MacKenzie Heights" area in Dunbar and Point Grey was identified as a "highly sensitive view area" and development permit applications within the designated area were screened by City staff and design revisions were negotiated in several instances. The Planning Department is, however, limited in its ability to negotiate more neighbourly design and only minor amendments were achieved regarding potentially offending designs. In 1982, City Council decided not to pursue amendments to the Zoning and Development By-law that would have placed an outright height limitation of 6.096 m (20.0 ft.) on new houses in designated areas. The somewhat ad-hoc system of view preservation has, consequently, been abandoned.

While a number of areas in Hastings-Sunrise have good views of the mountains or vistas to the south, many areas offer spectacular views of the mountains, the water and the downtown that are an easy match to those found in "Mackenzie Heights". The "discovery" of the views in "Vancouver Heights" and elsewhere has led to a recent escalation in custom designed new houses and renovations to old ones. A number of these have taken advantage of the full 10.67 m (35.0 ft.) height limit in the RS-1 District Schedule in order to achieve unobstructed panoramic views. In so doing, these have in some instances blocked the views from the adjacent houses. The trend towards more of this form of construction will continue to escalate as more people discover the community and the amenity is further improved once the short-cutting commuter traffic problems have been solved with the proposed Freeway/Second Narrows linkage.



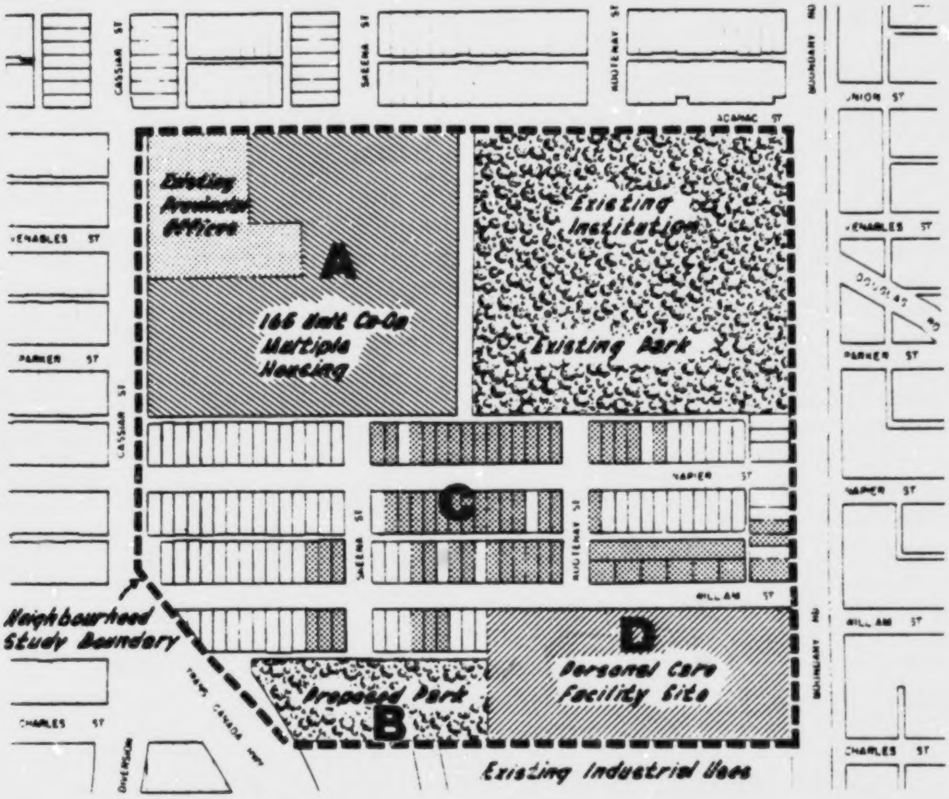
It is therefore recommended that the most view sensitive areas of Hastings-Sunrise be designated for special screening by city staff to ensure developments fit in reasonably well in relation to the views of adjacent properties. Should City Council wish to reopen consideration to Zoning and Development By-law amendments in view sensitive areas, then these areas should be considered as prime candidates for By-law designation.

Charles-Adanac Neighbourhood

Historical Perspective

The Charles-Adanac lands, comprising that area bounded by Charles Street on the south, Adanac Street on the north, Boundary Road on the east, and Cassiar Street on the west, have received considerable attention over the last few decades. These lands, illustrated below, were the centre of controversy in 1971 when area residents established the Hastings-Sunrise Action Council in response to a contemplated rezoning within the Charles-Adanac neighbourhood to permit industrial and commercial development. Following further community dialogue throughout the balance of 1971 and early 1972, the Charles-Adanac Citizens' Advisory Committee (CACAC) was established in December 1972, and endorsed by City Council.

On April 23, 1974, City Council approved a neighbourhood endorsed development plan for the Charles Adanac area, comprising the following four components as illustrated in the diagram below:


Cassiar St
Skeena St
Kootenay St
Boundary Rd
Union St
Adanac St
Venables St
Douglas Rd
Parker St
Napier St
William St
Charles St
Trans Canada Hwy
Existing Provincial Offices
A
166 Unit Co-Op Multiple Housing
Existing Institution
Existing Park
C
D
Personal Care Facility Site
Proposed Park
B
Neighbourhood Study Boundary
Existing Industrial Uses

1974 Charles-Adanac Area Plan

▯ *Privately-owned single-family parcels* (GENERALLY DEVELOPED)

▨ *City-owned single family parcels* (GENERALLY UNDEVELOPED)

'A' A site of approximately 4.17 hectares (10.3 acres) west of Adanac Park for development of a co-operative housing project;

'B' A site of approximately .98 hectares (2.42 acres) adjacent to the Charles Street right-of-way and Highway 401 to be developed as a local park which would also function as a buffer between the industrial area to the south and residential development to thenorth;

'C' City-owned land comprising approximately 60 parcels designated for sale on the open market for development of single-family dwellings;

'D' An area of approximately 1.8 hectares (4.5 acres), City-owned, adjacent tothe Charles Street right-of-way and Boundary Road, and designated as a site for a personal care facility.

Since 1974, only the Adanac Co-operative Housing development has proceeded. The status of the other three components of the 1974 concept plan is summarized below:

1. Proposed Neighbourhood Park - In April 1976, Council agreed to fund the park development through proceeds from the earlier sale of the City-owned site for the Adanac Housing Co-op or through alternate sources as determined by the Director of Finance. A park design consultant was subsequently hired in early 1977 and a preliminary design completed by the end of that year. However, subsequent geotechnical information related to the poor soil conditions indicated that the substantial earth berms incorporated for noise attenuation from Highway 401 traffic would create too much weight on utilities existing in the unstable boggy soils. Consequently, after securing additional funding for park design revisions, a new desgin, with an estimated development coslt in the order of $195,000, was completed in mid-1979. Included in the design was a linear landscaped buffer approximately 11.6 metres (38.0 ft.) in width along the northerly portion of Charles Street, connecting the neighbourhood park to Boundary Road. This followed a June 1977 decision by Council to open only the southerly portion of the Charles Street allowance to a point approximately 152.5 metres (500.0 ft.) west of Boundary Road.

   Implementation of the park design was subsequently deferred pending design of a new freeway connector, with particular regard to the possible development of a Boundary Road tunnel which would have substantially impacted the park and other land in the Charles-Adanac neighbourhood.

2. Proposed Personal Care Facility - By August 1976, it became clear that alternate uses for this site would have to be considered. The Provincial Government had declined to fund such a facility and private organizations had found this location to be inadequate in terms of support services in the immediate environment. In addition, Taylor Manor was expected to continue as an intermediate care facility, the City's fair share policy for distributing care facilities placed greater emphasis on neighbourhoods in greater real need of such facilities, and several conditions indicated

that extra construction costs would be incurred in developing such a facility at this location.

Following further discussion with the Charles-Adanac Citizens' Advisory Committee, alternate subdivision configurations for single-family development were examined. Through this process, the aforementioned opening of only the southern portion of Charles Street and provision of a linear landscaped buffer were endorsed by City Council. Council endorsation of a specific plan of resubdivision for single-family development was, however, never pursued.

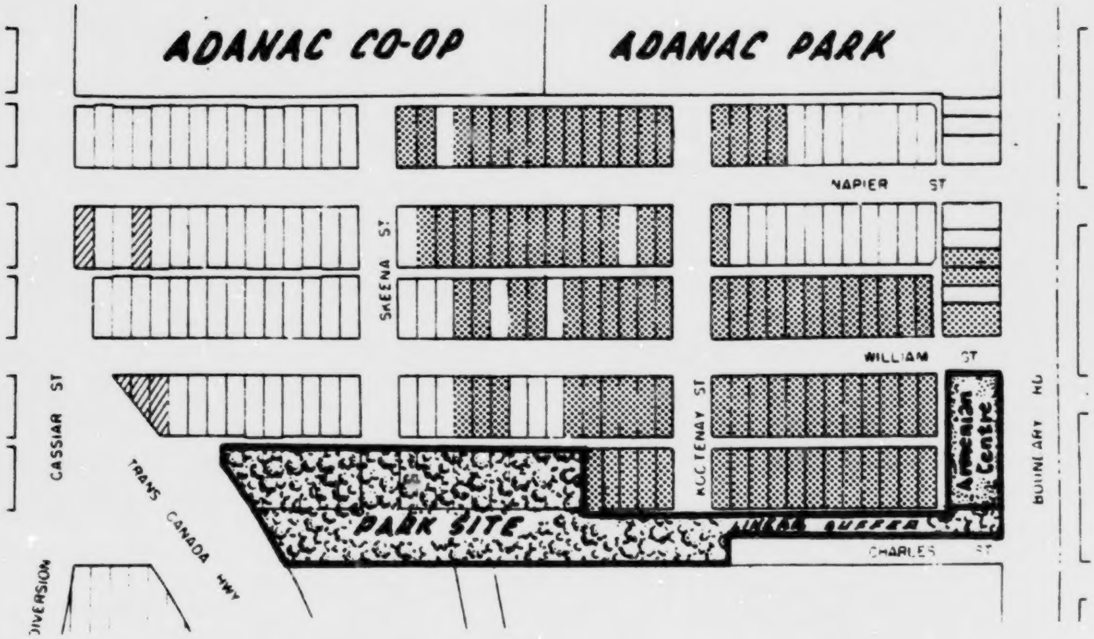
On Council initiative in July 1980, the Armenian Cultural Association received approval in principle for the purchase of four parcels and the lease of three adjacent parcels fronting Boundary Road between Charles and Williams Streets for the purpose of developing a cultural centre.

3. Proposed Disposition of City-Owned Single-Family Parcels - Prior to the marketing of many of the existing parcels in the Charles-Adanac neighbourhood, the Director of Planning advised Council of an increasing concern with new single-family development insofar as numerous complaints were received ranging from poor aesthetic design to poor quality of layout, relationship to neighbourhing properties and over-development of the site. Consequently, in April 1976, Council deferred marketing the balance of the single-family lands in the Charles-Adanac neighbourhood pending the report of the Director of Planning.

In August 1976, Council approved in principle a design improvement program for single-family housing on small lots, comprising a design competition, promotion of award-winning designs and construction of prototypes of City-owned lands. This was subsequently abandoned following further discussions with representatives of the building and design industries. Council resolved that City-owned lots located north of the lane north of Charles Street should be marketed in the normal manner. The Supervisor of Properties subsequently began marketing the City-owned, single-family lots in the neighbourhood in small numbers at a time so as not to flood local market and also in the hope that a variety of developers would purchase these, resulting in a diversity of housing designs. Marketing attempts resulted in a few parcels being sold.

Due to a study underway to examine alternate proposals for a new freeway connector, sale of City-owned, single-family parcels in the Charles-Adanac neighbourhood was suspended in early 1980. In suspending sales, it was recognized that families displaced as a consequence of a new alignment for a freeway connector might be accommodated through relocation to City-owned lands in the Charles-Adanac neighbourhood. For this reason, increasing through traffic in the neighbourhood, and the impacts of a new freeway connector on the westerly portion of these lands, the 1974 plan needs re-examination with particular regard to City-owned lands.

The current extent of City ownership is illustrated in the diagram below:


ADANAC CO-OP
ADANAC PARK
NAPIER ST
SKEENA ST
WILLIAM ST
CASSIAR ST
KOOTENAY ST
BOUNDARY RD
Armenian Centre
TRANS CANADA HWY
DIVERSION
PARK SITE
LINEAR BUFFER
CHARLES ST

Current Ownership in South Charles-Adanac

▭ *PRIVATE*

▩ *CITY*

▨ *PROVINCE*

POLICY 9.1 *Existing City-owned lands in the undeveloped portion of the Charles-Adanac neighbourhood should be made available to accommodate relocation of households displaced through development of a new freeway connector.*

Action #1 *Instruct the Director of Planning to report back on the timing and extent of consultant services necessary to develop, with community input, specific development alternatives to accommodate the diversity of site and housing needs as may be necessary to satisfy dwelling and/or household relocation of those likely to be displaced by a new freeway connector and wishing to relocate within the Charles-Adanac neighbourhood.*

Action #2 *In considering development alternatives for the Charles-Adanac lands, consider both alternate configurations for the neighbourhood park and the street/traffic pattern, bearing in mind safety, centrality and design of the park, through traffic and emergency/social connections with the western portion of the Hastings-Sunrise community.*

Action #3 *In conjunction with the foregoing actions and after Council endorsation of an approved concept, pursue site resubdivision/consolidation, rezoning, marketing and development of alternate residential accommodation (i.e., townhousing) to accommodate, in a timely fashion, households displaced for a new freeway connector.*

Action #4 *Instruct the Director of Planning to develop a program, for Council's consideration, to deal with relocation to the Charles-Adanac neighbourhood of households dislocated for development of a new freeway connector.*

Action #5 *Instruct the City Engineer to initiate local improvements for streets within the southerly Charles-Adanac neighbourhood, recognizing that the cost for such improvements adjacent to City-owned lands would largely be borne by the Property Endowment Fund.*

Action #6 *Instruct the Supervisor of Properties and the Director of Planning to report back to Council regarding a marketing strategy for City-owned lands which, subsequent to Council endorsation of an approved concept plan, will not be required for either alternate residential accommodation such as townhouses or for relocation of existing dwellings which may feasibly be moved to accommodate a new freeway connector.*

Discussion

1. Residential Development Alternatives & Relocation of Families Dislocated For the Freeway Connector

Identification of those households which may face dislocation depends both upon which alternative freeway connector is selected by the Provincial Government, and the extent to which the Provincial Government is prepared to purchase properties not only directly within the selected alignment but immediately adjacent to it. The number of affected households which may choose to relocate to the Charles-Adanac neighbourhood as opposed to finding accommodation elsewhere depends upon:

(a) the extent to which the Provincial Government is prepared to purchase affected properties at more than market value in order to compensate property owners for the involuntary dislocation and avoid costly expropriation procedures;

(b) alternate, affordable housing opportunities available at the time elsewhere in Hastings-Sunrise, the city and the region;

(c) the tenure of the households, recognizing that many are presently renting;

(d) initiatives by the City to provide a range of alternate housing choices on City-owned land in the Charles-Adanac neighbourhood.

Some affected households will inevitably choose to move elsewhere even though their dwellings might be relocated to the Charles-Adanac neighbourhood and offered for sale back to them without incurring an additional debt load to the household. Other households might like to take advantage of such an opportunity, particularly those who have grown fond of their existing dwelling and their general location within Hastings-Sunrise. Some affected households may prefer to build new single-family dwellings on vacant sites within the Charles-Adanac neighbourhood while others, possibly older couples, now forced to move would prefer an alternate form of residential accommodation such as a smaller townhouse with less maintenance. Finally, dislocated households who were renting accommodation in a dwelling required for a new freeway connector may prefer alternate, affordable housing if available in the Charles-Adanac neighbourhood.

Rather than unduly raise anxieties about possible relocation, anticipated demand for the above-noted alternate forms of residential accommodation, if available in the Charles-Adanac neighbourhood, has been estimated on the basis of information presently known regarding dwelling unit quality, household composition and tenure, with the area most likely to be affected by a new freeway connector. In general terms, staff analysis has indicated that:

(a) some existing dwellings could be relocated;

(b) some households may pursue construction of a new single-family dwelling; and

(c) some demand could be expected for alternate residential accommodation, such a townhousing, if available.

All three of these housing needs could be satisfied utilizing City-owned lands in the Charles-Adanac neighbourhood, if the City were to facilitate this.

Preliminary analysis of the quality of houses which may likely be within the area of acquisition for a new freeway connector indicates that as few as 27 and as many as 49 houses may both be physically capable of and worthy of relocation. Interior, structural examination would be necessary to more precisely determine the number of houses which may be in this category. Nonetheless, a reasonable number of houses could and should be relocated to the Charles-Adanac neighbourhood.

In addition, 50 or 60 affected households are tenants and presently subject only to one month's notice to vacate their present accommodation.

Suitable assistance should be provided to this group in terms of securing alternate, affordable housing.

Current analysis indicates that the best method for pursuing this requires City initiative and cooperation by the Provincial Government. Having purchased the dwelling and its site from the owner, it is expected that the Provincial Government would demolish the dwelling to make way for a new freeway connector. Rather than incur the costs of demolition, it seems reasonable that the Provincial Government would give (or sell at nominal cost) the dwelling to the City if the City were prepared to relocate the dwelling, at its expense, to an alternate site. City-owned lands in the Charles-Adanac neighbourhood are available and close at hand. The City could relocate these dwellings onto new foundations and then market the sites, offering these first to the former owners.

Analysis suggests that the costs to the City could be recovered, without additional debt to the former household, if the Provincial Government paid a little more than market value to the owner upon initial acquisition and a suitable City/Provincial agreement can be reached. The City should further examine this course of action and others, recommending a suitable program to Council for consideration.

Satisfying potential demand from dislocated households for alternate residential accommodation such as townhousing presents a different dilemma. Firstly, suitable sites would have to be identified so as to minimize impact upon existing residents in the Charles-Adanac neighbourhood. Secondly, site consolidation, rezoning and construction would have to be completed in advance of household dislocation for a new freeway if this housing is to be available for those for whom it is primarily intended.

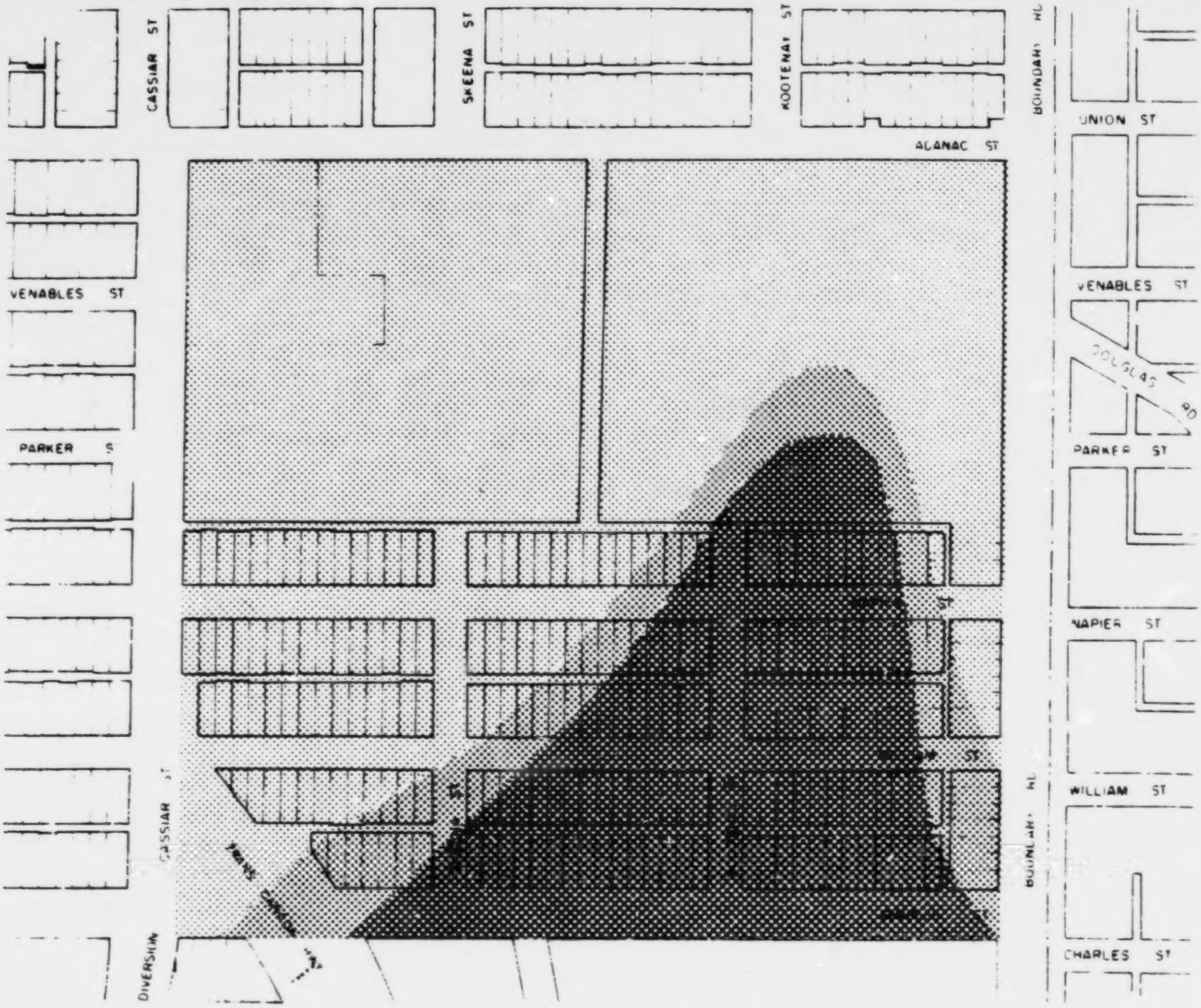
In order to further pursue this, the services of experienced development consultants will be required to develop and discuss alternatives with the existing community, and assist in subsequent site development.

Having reserved some City-owned sites for relocation of existing houses and set aside others for alternate residential accommodation such as townhouses, some of the approximately 90 City-owned sites should remain for marketing, on a "right of first refusal" basis, to dislocated households who would prefer to develop new single-family dwellings. The determination of a suitable number and distribution of such sites should be considered by the above recommended consultant in developing options for community discussion and subsequent recommendations to City Council.

2. Soil Conditions

The Charles-Adanac lands are located in a natural basin which has given rise to boggy soil conditions, with varying depths of peat forming the upper surface. A 1973 soils report commissioned by the City indicates, that the depth of peat increases as one moves further to the south towards the Charles Street allowance, and as one also moves towards the centre of the area, away from Boundary Road and HIghway 401. The greatest peat depth, approximately 6.1 m (20 ft.), exists in the vicinity of the Williams and Kootenay Streets intersection.

The intent of the soils report was to evaluate the foundation conditions as related to various forms of residential development, including single-family dwellings and up to 3-storey frame apartment buildings without a basement. From the soils data, three "zones" identifying different foundation conditions were identified as illustrated in the following diagram.


CASSIAR ST
SKEENA ST
KOOTENAY ST
BOUNDARY RD
UNION ST
ADANAC ST
VENABLES ST
VENABLES ST
DOUGLAS RD
PARKER S
PARKER ST
NAPIER ST
ST
ST
WILLIAM ST
CASSIAR ST
BOUNDARY RD
CHARLES ST
DIVERSION

Charles-Adanac Soil Conditions

░ SOIL ZONE 1

▒ SOIL ZONE 2

▓ SOIL ZONE 3

Within Zone 1, firm subsoil exists within 0.9m (3 feet) of the ground surface. Within zone 2, stable subsoil exists at a depth of between 0.9 and 1.8m (3 and 6 feet) below ground surface. Within Zone 3, stable subsoil is located more than 1.5 to 1.8m (5 to 6 feet) below ground surface. This area has up to 2.4m (8 feet) of peat and 3 to 4.67m (10 to 15 feet) of soft silty clay overlying the stable subsoil.

The consultants concluded that single-family dwellings and apartment buildings up to three storeys in height, but without basements, could be constructed in Zone 1 using the following construction procedures:

(a) preloading of the site with at least 1.2m (4 feet) of sand fill, left for at least six months for the settlement to be basically complete; or

(b) total pile support of the building, with this alternative being recommended by the consultant as the better solution for foundations.

The same alternatives were offered for construction in Zones 2 and 3; however:

(a) there would be additional construction costs for either site preloading or total pile support; and

(b) an additonal alternative was offered - excavation of unsuitable material to a maximum depth of 1.5 m (5 feet) and replacement with clean sand and gravel, noting that in Zone 3, foundations for the buildings would still require pile support.

The consultants further noted that if underground parking were provided for an apartment building or a basement were provided in a single-family dwelling, no extra foundation costs would be incurred for buildings in Zone 1 and 2. The foundations for buildings within Zone 3, however, would still require pile support as there would still be additional unstable soil beneath the basement/underground parking level.

In conclusion, the adverse soil conditions existing in the remaining, largely undeveloped southern section of the Charles-Adanac neighbourhood represent an additional construction cost for development in all three identified zones, except for Zones 1 and 2 if the development contains a basement or level of underground parking. Identification will be required of any sites designated for residential development which will require provision of underground parking. On these sites no additional construction costs will be involved unless these identified sites are within Soil Zone 3.

3. Servicing

The southern portion of the Charles-Adanac neighbourhood enjoys varying levels of municipal services in terms of street improvements, street lighting and boulevard landscaping. Indeed, many lanes and some sections of street are virtually undeveloped. In addition, although the developed single-family area is served with municipal sewer and water systems, extension of these systems will be required to service City-owned lots.

The installation of services such as sewers and water will be required prior to development of City-owned sites not presently served. In addition, street improvements should be undertaken in advance of development unless site development is likely to damage these, in which case a commitment should be made to provide normal street and boulevard improvements immediately following development.

Given the dispersion of privately-owned parcels in this area, the nominal street improvements existing and the relatively small area involved, street improvements should be undertaken throughout the entire southerly portion of the Charles-Adanac neighbourhood. These improvements should be undertaken by City initiative once an approved concept for development of this neighbourhood is in place. The City's contribution to the cost of these local improvements would be the normal one third share. The Property Endowment Fund would pay the balance as a property owner.

4. Charles-Adanac Resubdivision and Street Configuration

In conjunction with further planning for the Charles-Adanac neighbourhood discussed above, resubdivision (consolidation) of various City-owned parcels should be pursued to create suitable sites for multiple-family residential development. In addition, the existing street configuration should be reviewed to address the desirability of providing access across a new freeway connector to link the southern portion of the Charles-Adanac community with the remainder of Hastings-Sunrise to the west, and to discourage through traffic in this neighbourhood. To a great extent, the existing grid pattern of street allowances must be retained insofar as these lands presently accommodate many municipal services and provide access to developed privately-owned parcels. However, the existing street and lane configuration should not preclude resubdivision if a more suitable site configuration can be produced without substantial impacts on servicing or existing development.

5. Process

As evidenced by this section of the Hastings-Sunrise plan, substantial work remains to be done in developing the southerly portion of the Charles-Adanac neighoburhood as a residential community. Bearing in mind the long-established interest of existing residents within this neighbourhood, future work must fully involve the established community as well as the Hastings-Sunrise Citizens' Planning Committee. In addition to a substantial commitment of time and energy by community residents to further plan and implement future development within the Charles-Adanac neighbourhood, additional consultant services will be required. Timely utilization of experienced development consultants will be required in order to complete the necessary planning in advance of household relocation for a new freeway connector. Although it is difficult to determine with any precision the timing of a provincial government decision regarding both selection and implementation of a new freeway connector, it is expected that a development consultant will be required well before the end of 1985. The Director of Planning should report this matter to Council in further detail, with suitable recommendations.

Community Facilities and Social Services

Possibly because the community is well-established it is relatively well served by a wide range of facilities and services. Some specific deficiencies do, however, exist. Typical facilities such as schools, churches and community halls are reasonably well distributed and the new firehall is centrally located. The old library is, however, somewhat skewed from the centre of population. Three unique facilities - The Family Court, Taylor Manor, and the Ministry of Human Resources Building (formerly the Girls Industrial School) are housed in old buildings, all with uncertain futures, on City and Provincially owned sites. Other services not dependent upon physical space are provided at levels consistent with other single-family communities.

Some of the inner-city multiple family areas like Grandview-Woodland, Mount Pleasant and Fairview have undergone substantial change and will continue to grow in population in spite of the fact these are some of the most public amenity deficient areas in the city. To this end, capital priorities should be directed to these areas first and subsequent priorities directed to areas identified for future change that would strain present amenities. Hastings-Sunrise should not be a major funding priority area for improvement in community facilities and services. Rather, the approach should be one of maintaining current good standards and making minor adjustments as required. Should residential densities begin to increase, then existing service levels will have to be monitored and supplemented when shortages are found.

BASIC GOALS

1. To ensure public facilities are provided for the health, life safety, well being and education of the community.

2. To promote increased community use of various public and private facilities.

3. To maintain and supplement social programs as the economy improves and the needs dictate.

POLICIES

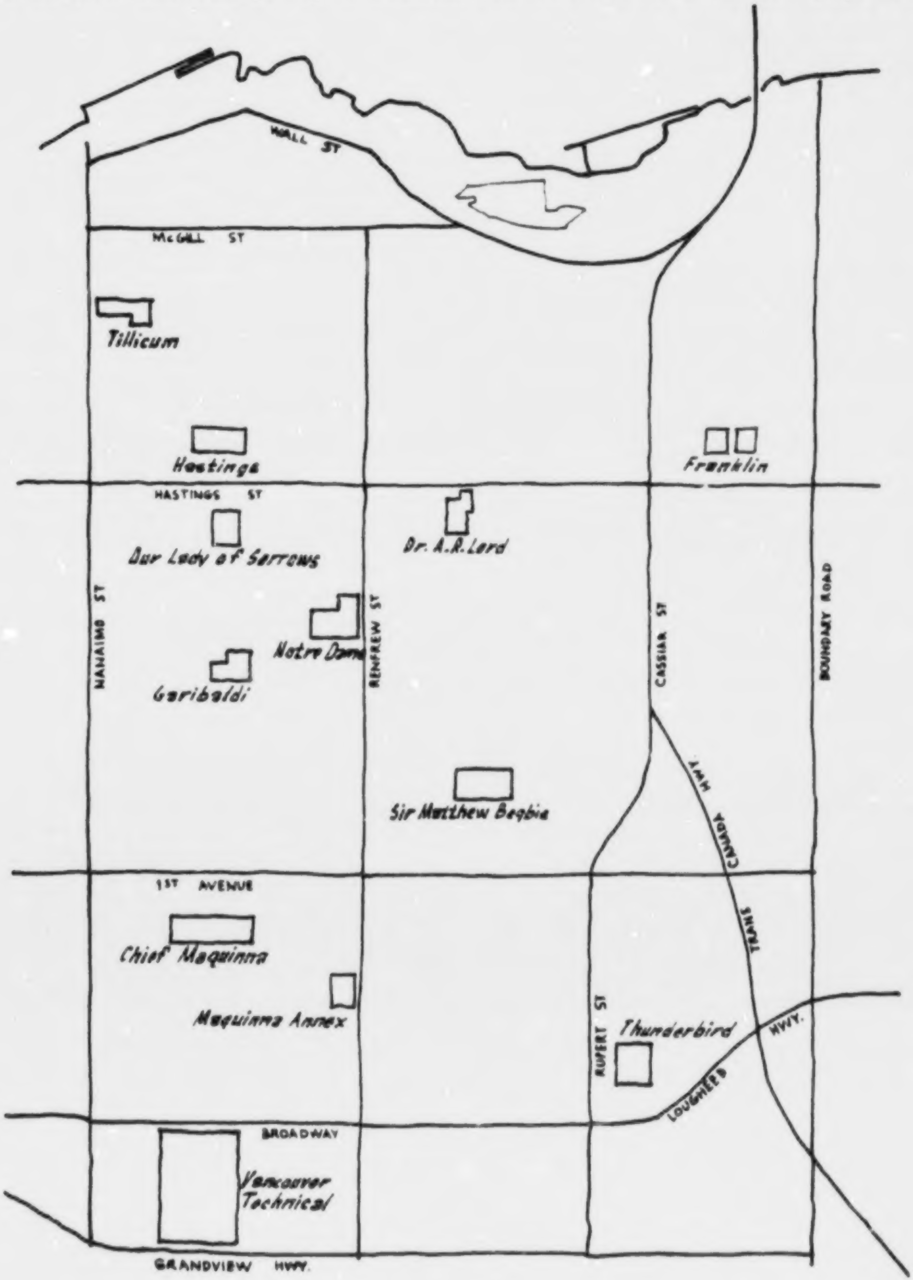
1. Educational Services

POLICY 10.1 *Any public school facility closed due to declining enrolment should be retained by the School Board to enable re-use in the future, should enrolment increase, and any leases should preclude substantial building alterations by the lessee, require maintenance of the school grounds, and provide for continued community use of the grounds.*

Action #1 *Should any school be closed, request the School Board to retain the properties, to advertise within Hastings-Sunrise of the availability of leasable community space, and to ensure, with cooperation from the City, that students relocated to new schools are provided with safe pedestrian access to and from school.*

Discussion

Hastings-Sunrise contains six K-7 public elementary schools distributed evenly throughout the district: Hastings, A.R. Lord, Thunderbird, Begbie, Franklin, and Maquinna. As well, three K-4 annexes - Garibaldi, Macquinna and Tillicum - continue to operate from the 1950's when they were built to service post-war baby boom demand. Vancouver Technical High School and Templeton High School (just west of Nanaimo Street) provide secondary education. Two private schools, Our Lady of Sorrows Elementary and Notre Dame Secondary, are also located within the community's boundaries but serve a larger population.


WALL ST
McGILL ST
Tillicum
Hastings
Franklin
HASTINGS ST
Our Lady of Sorrows
Dr. A.R. Lord
NANAIMO ST
RENFREW ST
CASSIAR ST
BOUNDARY ROAD
Notre Dame
Garibaldi
TRANS CANADA HWY
Sir Matthew Begbie
1ST AVENUE
Chief Maquinna
Maquinna Annex
RUPERT ST
Thunderbird
LOUGHEED HWY.
BROADWAY
Vancouver Technical
GRANDVIEW HWY.

As with other areas of Vancouver, enrolment is dropping in Hastings-Sunrise although none of the main schools are in any danger of closing in the foreseeable future. The future of the three annexes, however, is less certain and this is particularly true with Garibaldi. Current School Board policy is that if enrolment in an annex approaches 100 students and excess space exists in the main school, then the annex will be considered for closure.

The City should encourage the Board to maintain its general policy to retain schools for possible reuse. The City should also encourage the Board, where practicable, to attempt to lease the space for local community activities rather than the past practice of advertising on the open market and accepting the highest rental offer.

2. Community Use of School Buildings

POLICY 10.2 *Within reasonable limits, school buildings should be made available for general community use.*

Action #1 *Encourage the School board to maintain the "Community School" designation and accompanying programming at Franklin Elementary School.*

Action #2 *Encourage the School Board to continue to allow for community use of school buildings particularly in areas that are some distance from established community centres.*

Discussion

Over the last ten years the School Board has established a "Community Schools" program that allows for after hours use of several Vancouver schools for a variety of activities as well as the provision of programming staff. Franklin Community School in the Vancouver Heights neighbourhood has been designated since 1976, offering a range of programming for local residents. Swapmeets, arts and crafts shows, preschool, youth and other programs have been run and managed by a coordinator and a small staff, independent of standard educational programming. Although the cost of maintaining the community shcools has been under attack, the program is not a target for cutback at the present time. Because of the invaluable service provided by Franklin Community School, the School Board should be encouraged to maintain its designation and funding into the foreseeable future.

A current goal of the Vancouver School Board is as follows: "In accordance with the School Act and Board policy, facilities will be available for non-school purposes when they are not needed by the school or district". Begbie, Franklin and Tillicum Schools are generally well used during the 3:00 p.m. to 4:00 p.m. period when the Hastings Community Centre offers "outreach" programs and there is no extra cost to the Board or the community. In the evening period, gymnasium and some other space can be leased, on a first-come-first-served basis, through the rental office of the School Board. In addition, each principal has some jurisdiction over the availability of free space at other times, depending upon the presence of a custodian and security provision within the building. There is no apparent demand in Hastings-Sunrise for additional community use of schools over what is presently available. Within the general climate of budget cutting, the City should encourage the Board to maintain its current policy to allow for community use of schools and, in particular, those schools in Hastings-Sunrise that are some distance from established community centres.

2. Churches, Community Halls, Neighbourhood Houses, Etc.

POLICY 10.3 *The City should encourage non-profit groups and organizations to provide for community use and programming in their facilities.*

Action *#1* *Encourage the Parks Board to improve communications with the Sunrise Community Association and provide funds if necessary to broaden the scope of programming and facilities available at the Sunrise Community Hall.*

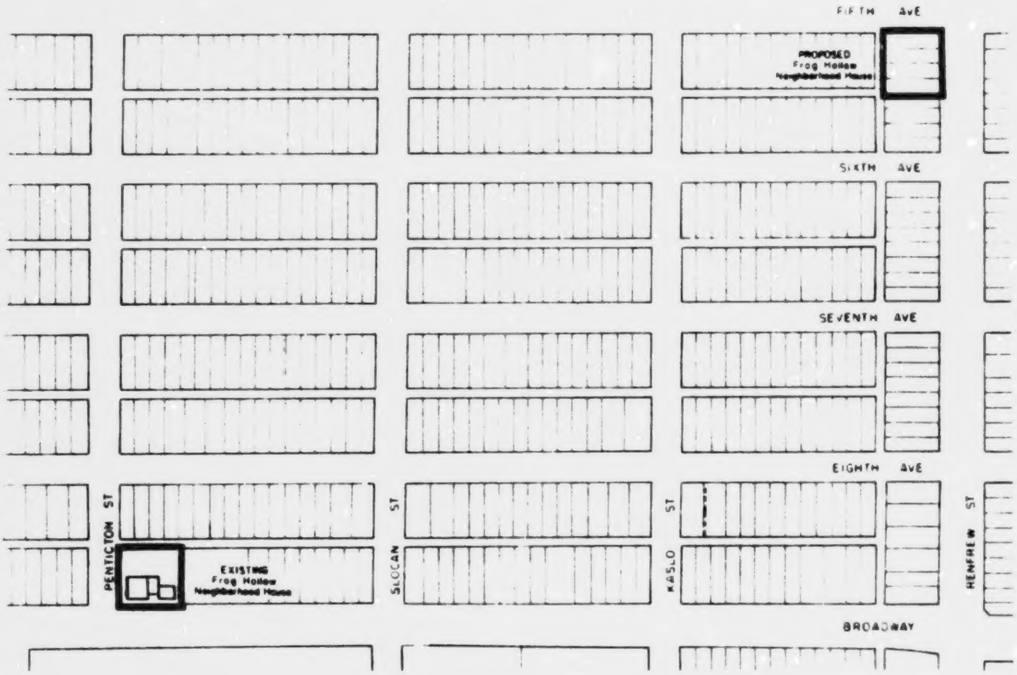
Discussion

Hastings-Sunrise contains eleven churches of different denominations. Depending upon the policies of each congregation, some churches offer community use of their facilities for daycare, meeting space, bingo, etc. and some churches do not.

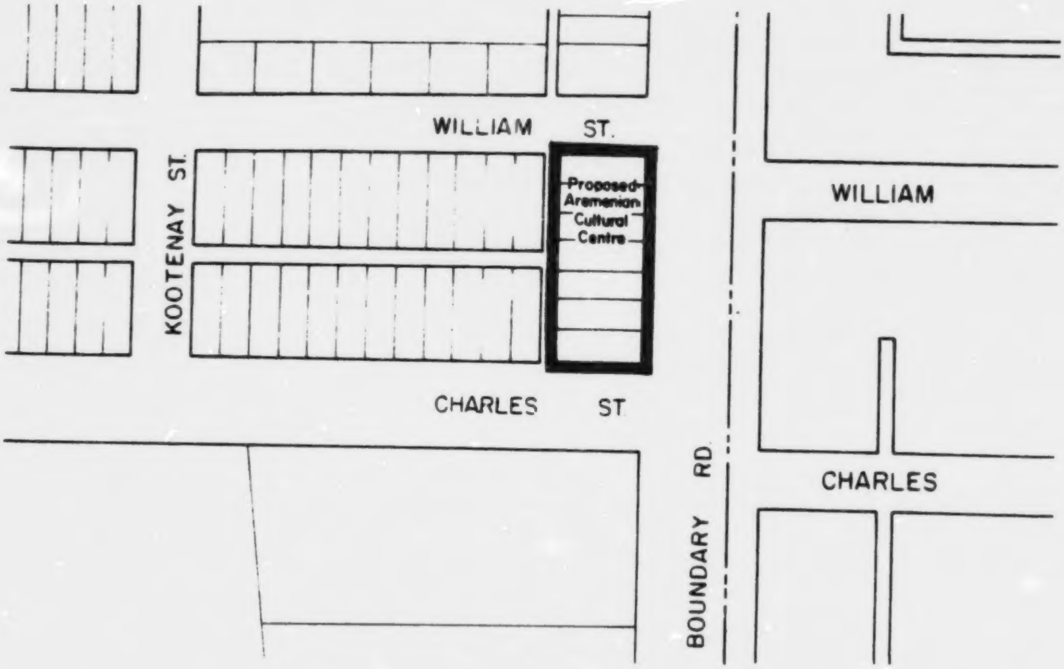
Two community halls exist on Park Board property but are operated independently of the Park Board system. The Hastings Community Hall built by the Hastings Community Association in the 1930's is located at the rear of the Hastings Community Centre. The Association is responsible for programming and operates a preschool in the basement, while the Parks Board maintains the building. Good rapport exists between Park board staff and the Association and the Centre does make use of the Hall for some of its programming.

Sunrise Community Hall was built on Sunrise Park in the 1940's by the Sunrise Community Association and offers evening programming including bingo, whist, Guides, Cubs and hall rentals. There is currently no daytime programming in the hall. Until very recently, there has been little communication between the Association and Park Board staff which are located at Thunderbird Neighbourhood Centre, two blocks to the east. Now, preliminary discussion has started on the possibility of daytime use of the Hall for outreach programming from the Neighbourhood Centre. This process should be encouraged in order that the full potential of the facility is utilized. The building itself is in good repair, but the washroom needs upgrading and more storage space would be an asset. The Park Board could be responsible for these improvements in exchange for space usage.

Frog Hollow Neighbourhood House at 2617 East Broadway is run by the Association of Neighbourhood Houses of Greater Vancouver. The House offers a seniors' group program, children and youth programs, family counselling, and an information and referral service. Programs co-sponsored with other agencies include legal aid, citizenship classes and ethnic parenting. The existing building was built in the 1950's and is now too small and functionally obsolete. In 1981, City Council agreed to lease four City-owned lots at 5th and Renfrew to the Association for the purpose of building a new Neighbourhood House in a location more central to the population it serves. The new site was rezoned in 1982 to accommodate Neighbourhood House redevelopment and the site at 2617 East Broadway will soon be the site of a non-market housing development. At this date, the Association of Neighbourhood Houses of Greater Vancouver has obtained development permit approval for the new facility and construction is anticipated imminently. Once completed, the new Neighbourhood House will be a major community asset located in the south end of Hastings-Sunrise.



In 1980, City Council authorized the acquisition of four City-owned lots in the 1200-block Boundary Road by the Armenian Cultural Association with a lease of three more lots with an option to purchase for purposes of building the Armenian Cultural Centre. This facility, requiring rezoning of the site, was delayed for some time because of uncertainty with respect to the routing requirements of the freeway connector and site servicing complications. Approval "in principle" was given by Council to the proposed rezoning and development following a public hearing in February, 1985. When completed, the centre will offer hall rental, child care service and meeting room space available for rent by the local community.



3. Libraries

POLICY 10.4	*The existing library space should be replaced with modern library service with full contemporary facilities.*

Action #1 (a) *Relocate the Hastings Branch library to 8,000 square feet of leased main floor space in the proposed community shopping centre at First and Renfrew and examine the possibility of retaining the site on East Hastings to be used as a hearing impaired library centre for the City and a seniors' centre (see Policy 10.6);*

OR, should relocation here not be possible, then

(b) *obtain a site for a new branch library in the vicinity of East First Avenue and Renfrew Street;*

AND, only if (a) or (b) cannot be achieved, then

(c) *redevelop the existing library site to a minimum 8,000 square foot library with adequate underground parking.*

Discussion

The existing Hastings Branch library at 2674 East Hastings Street was built in 1948 and has had no major renovations done to it since it opened. The building is functionally obsolete, is too small to service the growth in population since 1948 and has an uninspiring book collection. As such, the library's circulation and reference service has dropped in use as residents look elsewhere for better service. In 1982, a plebiscite approved by the voters of Vancouver authorized the borrowing of funds to provide a modern library facility in Hastings-Sunrise. After much deliberation, City Council, on October 4, 1983, authorized the relocation of the library to an 8,000 square foot facility in the proposed shopping centre at 1st and Renfrew, subject to a successful lease price agreement with the developer. The question of the future status of the Hastings Street site was left for a further report back.

The Library Board and local community groups recommended the 1st and Renfrew location because 1st and Renfrew is closer to the centre of the catchment area of residents served and because experience with libraries in busy shopping centres shows that patronage is greatly enhanced. Parking facilities are also far superior to the congested Hastings Street site, particularly during rush hour and P.N.E. event periods. Because the Hastings Street site was originally donated to the City with the restriction that it must be used for library purposes, it may be possible to keep the building in public use as an audio-visual or taped book centre for which the Library Board has been seeking space. The Hastings Seniors' Network has also expressed interest in coordinating a seniors' centre out of the building if space becomes available.

Should relocation of the library to 1st and Renfrew prove to be infeasible, then the Library Board should re-examine the option of rebuilding on the present site to a minimum 8,000 square foot facility. Because parking will always be a problem at this location, provision of adequate off-street parking, although expensive, will be a priority to ensure a good level of library patronage.

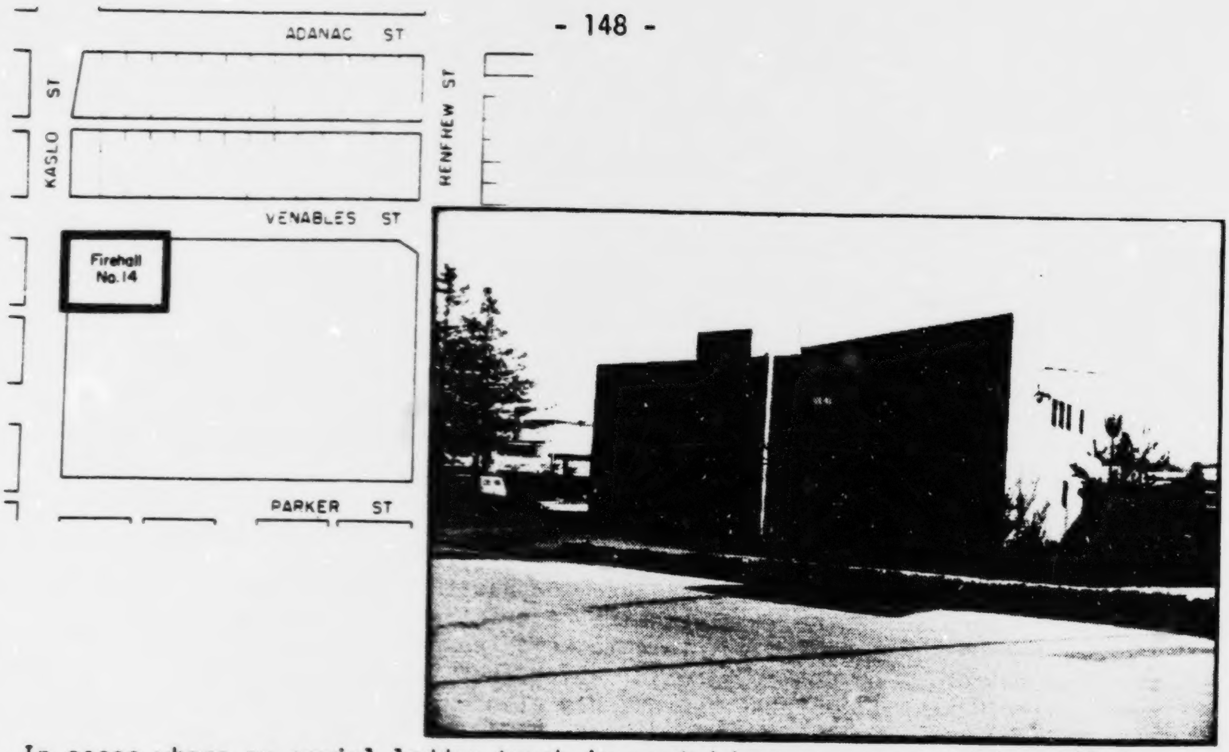
4. Fire Halls

POLICY 10.5 *Fire protection service in Hastings-Sunrise should be upgraded to meet recognized municipal standards.*

Action #1 *Purchase an aerial ladder truck for Fire Hall #14.*

Discussion

Hastings-Sunrise has a new fire hall, centrally located within the community at the corner of Venables and Kaslo. Although Fire Hall #14 has space for two pieces of vehicular fire-fighting equipment it has only one pumper truck and current budget constraints prevent the purchase of an aerial ladder truck. Most of Hastings-Sunrise is within the preferred 3-1/2 minutes response time standard for the City from the fire hall although parts of the Wall Street area, the Vancouver Heights neighbourhood and the Boundary and Lougheed industrial area lie just beyond the critical response time area.



In cases where an aerial ladder truck is needed however, one must be called from one of three surrounding fire halls, adding critical extra minutes to the response time. As a result of this deficiency, nearly all of Hastings-Sunrise is beyond the critical response areas of aerial ladder trucks from other halls. Fire Hall #14 was built to hold an aerial ladder truck. One should be provided.

5. Facilities for Senior Citizens

POLICY 10.6	*A permanent, centrally located centre for senior citizen programs and activities should be established.*

Action *#1*	*Actions of the Hastings-Sunrise Seniors Network towards establishing a seniors' activity centre should be supported.*

Discussion

At present, recreational programs for seniors are offered at the Hastings Community Centre and Frog Hollow Neighbourhood House but no central facility exists exclusively for senior citizens. Recently the Hastings-Sunrise Seniors Network was formed with the assistance of a grant from New Horizons, an agency of the Federal Government. The purpose of the Network is to communicate, coordinate and cooperate on matters regarding seniors' needs and concerns.

Ideally, the network should have an office in a centrally located building where programming can take place. In the Vancouver area, Marpole Place and West Vancouver Recreation Centre can be used as models of centres with facilities and programming for seniors, including meeting space, hot lunches, various social and recreational activities and adult daycare. The Kerrisdale Community Centre is currently in the midst of a seniors' centre addition which will include programming space and a health unit.

The Hastings-Sunrise Seniors Network is presently located in the Hastings Community Centre and a full time coordinator has been hired. The network hopes to establish a "meals on wheels" service, handyman services, special health services and an activities program, but is currently limited in its activities due to lack of permanent operating space as the Community Centre is running at programming capacity.

Because of the lack of available, publicly owned space for community use, one option that has been discussed with the network would be to share space in the Hastings Branch Library building should the Library Board be successful in relocating the library to 1st and Renfrew. Combined with Board use of the building for a tape book centre, a seniors' centre would be a good way to keep the property within the realm of public usership. It is also centrally located for residents in the north end of Hastings-Sunrise and this may be an acceptable catchment area for the facility if the relocated Frog Hollow Neighbourhood House continues to provide various seniors programs in the south end. An alternative would be to provide space in the Hastings Community Centre once the Family Court building has been converted to a recreational facility. While not as advantageous by reasons of anticipated availability, another possibility is eventual use of space within Exhibition Park, depending upon the outcome of future decisions by the Provincial Government.

6. Childcare

Preschool facilities and group daycare centres provide childcare for working mothers and families. Hastings-Sunrise has ten operating licensed childcare facilities including four preschools, four group daycare centres for children three years and older and one after-school daycare centre. A second after-school daycare was started but folded due to lack of enrolment.

Need for childcare facilities is dependent upon the state of the economy, the number of children in the community, the availability of space and the ability of local groups to start up and manage programs. Government funding is either not available or very small although some groups are lucky to obtain free space in schools, church basements or community centres. At the present time there is somewhat more demand for preschool programming rather than daycare or after-school care but shortages do not appear to be a problem at this time.

7. Public Health

The City's Health Department operates four health units of which the North Health Unit services most of Hastings-Sunrise, with the area south of Broadway served by the East Health Unit.

Three major programs are provided by the Health Department. Home care provides nurses and physiotherapists to follow up patients who have had an early hospital discharge. Long term care provides social work consultants, rehabilitation and occupational therapists and nurses to care for the elderly, sick and handicapped. The prevention program is divided into coordination of health services for children and prenatal classes.

There are no major outstanding public health issues identified as part of the planning program.

8. Police Protection

In 1981, a major reorganization of the Police Department resulted in eight patrols being created to police the city. Broadway is the dividing line for the police patrols, with four units operating north of Broadway and four to the south. Most of Hastings-Sunrise is covered by Team Four, with the area south of Broadway patrolled by Teams Five and Six.

Within each team patrol, one member is assigned to crime prevention and visits local housing projects and groups to speak about deterring crime. The total amount of Patrol staff varies, depending on crime load and time of the year. The major crime categories are thefts from automobiles, commercial break-and-entries and residential break-and-entries.

The Police Department advised that while crime in Hastings-Sunrise is perceived as being heavy, it is, in fact, no worse than most other parts of the city.

9. Family Court Building

POLICY 10.7 *The site of the Family Court and the existing building should be added to Burrard View Park and the existing building retained for community use as a recreational facility.*

Action #1 *Encourage the Provincial Government to relocate the Family and Child Court service to a more suitable, centrally located facility, and advise the Province that the City has strong reservations about lease of this site beyond December 1, 1986 (being the termination date of the lease prejsently under negotiation).*

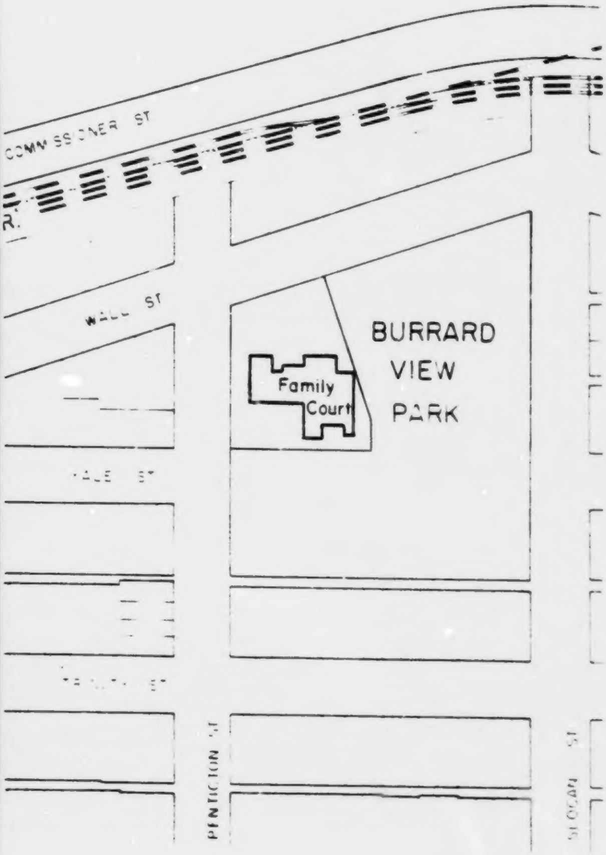
Action #2 *Implement Council's March 16, 1976 resolutions to add the Family Court site to Burrard View Park on the understanding that the Parks Board will initiate community discussions regarding use of the buildings as an outreach programming facility for the Hastings Community Centre.*

Discussion

The Family Court building, located on about 0.5 hectares (1.25 acres) of city-owned land along the western edge of Burrard View Park, was an adjunct to a juvenile detention home constructed on this site in 1929 and demolished in 1976. The Family and Child Court have continued here since 1967. The British Columbia Building Corporation (B.C.B.C.) currently leases the property from the City on a month-to-month basis. The main 1,259 m^2 (13,500 sq. ft.) structure contains offices and the court room. Two portables added by B.C.B.C. in 1982 serve as offices for social workers.

Several years ago, it was proposed that the Family Court service would move to a new facility to be constructed on Provincial land at 12th Avenue and Cambie Street, more central to the population served. This was not pursued, largely due to funding and uncertainty as to continued Provincial jurisdiction in the area of family law, and the City subsequently purchased the 12th and Cambie lands from the Province.

The Provincial Government is unlikely to investigate relocation of the Family and Child Court unless an impetus is provided and the City, as owner, could provide this.



The site, located within the heart of a family-oriented residential neighbourhood, is not well suited to institutional or commercial uses that demand central locations. It is, however, a spectacular view property located close to the waterfront and adjacent to Burrard View Park.

In considering a 1976 report on this site from staff, Council resolved:

A. THAT Council adopt as a long-term policy the addition of the Juvenile Detention Home and Family Court site to Burrard View Park and discussion take place with the Parks Board with respect to future buildings and financing arrangements;

B. THAT the Parks Board be requested to develop as park that portion of the city-owned property not required for the Family Court buildings, in accordance with an overall plan for Burrard View Park which assures that the city-owned property including the Family Court buildings will eventually become a part of the park;

C. THAT when the Family Court buildings are no longer required by the Provincial Government, the entire 1.4 acre site be turned over to the care and custody of the Parks Board, with the understanding that the Board will at that time enter into discussions with the community regarding the use of the buildings for community recreational facilities.

Resolution B above has been implemented. Resolutions A and C remain appropriate as a policy position and should be implemented as soon as the Family and Child Court service is relocated.

In June 1984, Council agreed to a new three year lease of the site to the Provincial Government. The term would be retroactive to December 1, 1983 and expire on December 1, 1986. This lease is still under negotiation. Nonetheless, this lease should be concluded. The City should, however, advise the Province that future lease of this site beyond December 1986 is unlikely as the City is desirous of implementing the 1976 park/community facility policy.

10. Taylor Manor and Ministry of Human Resources

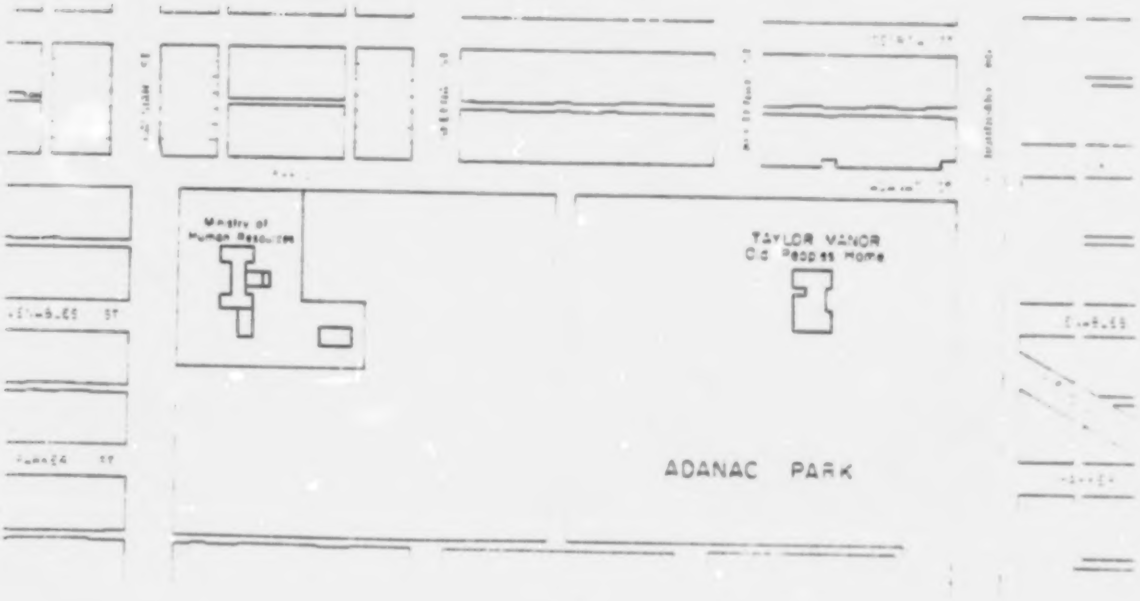
These two sites and their existing buildings have two features in common: uncertainty as to continuation of the present use; and, City or Provincial ownership of the site. These make the establishment of definitive policy and action statements difficult but at the same time provide opportunity in the future to satisfy several community needs and aspirations.

POLICY 10.8 *A new intermediate care facility should be built to accommodate the unique client group presently served by Taylor Manor, and suitable space should be provided within the community for a variety of community uses such as seniors' activity centre, a community cultural facility, an outreach programming facility for the Hastings Community Centre and a site for non-market family or special needs (seniors) housing.*

Action #1 Encourage the Provincial Government to recognize the need for a new intermediate care facility to replace Taylor Manor and to begin planning for this, in conjunction with the Health Department, other City staff and the local community.

Action #2 Further explore, with the local community, Parks Board, Social Planning and the Provincial Government, options for reuse and/or redevelopment of the present Taylor Manor site and 800 Cassiar Street (once vacated by the Ministry of Human Resources and other regional/provincial office uses), recognizing that:

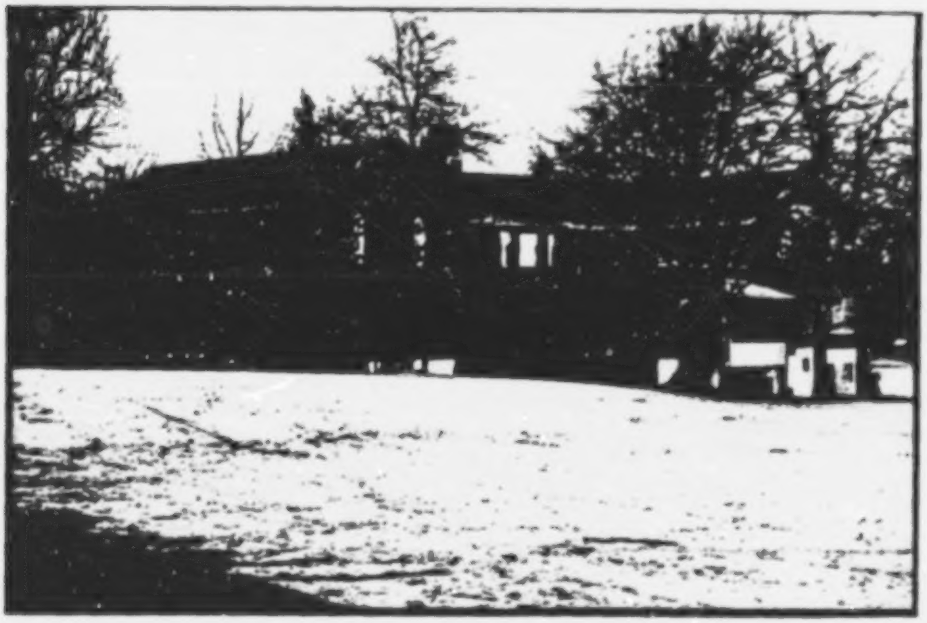
- the buildings may or may not be economically and spatially viable for retention/renovation and conversion to accommodate alternate use(s);
- a site is required for a replacement intermediate care facility;
- space is required for a seniors' activity centre (800 Cassiar may be suitable);
- a new Cassiar Connector may or may not enhance the environment of 800 Cassiar Street, depending upon the option selected by the Provincial Government;
- the Family and Child Court site may partially satisfy the need for community cultural and recreational facilities;
- the 800 Cassiar Street site was, with Provincial agreement, rezoned in 1976 for redevelopment in conjunction with the adjoining residential (co-op) development.



a) Taylor Manor

Built in 1915 as an "old peoples home", this rambling building located on about 1.1 hectares (2.7 acres) of city-owned land on the edge of Adanac Park originally housed 45 men and women, with vegetables grown and animals kept on the adjacent lands to offset operating costs. During the 1950's and 1960's, Taylor Manor was considered for demolition several times but has undergone remedial renovations and today is a 58-bed intermediate care facility for persons with mental and emotional probelms. Operated by the City's Civic Buildings Department, this facility functions in part as a "half-way house" for persons from facilities such as Riverview.

In 1982, funding for new care facilities was all but eliminated as part of the Provincial Government's restraint program. At the same time, Taylor Manor was identified by Provincial Long Term Care Officials as being in need of fire upgrading. The age and restrictions of the building suggested that the expenditure of additional moneys were impractical and that Taylor Manor should be closed; however, in the absence of a replacement facility, the Province agreed in 1984 to pay for the required upgrading and maintenance necessary to keep the building in an operational state. This upgrading is now essentially complete and the facility can continue for the next several years. Neither Provincial nor City staff support further expenditures as will inevitably be required to ensure continued use of Taylor Manor as a care facility in the long term. A replacement facility will soon be required.

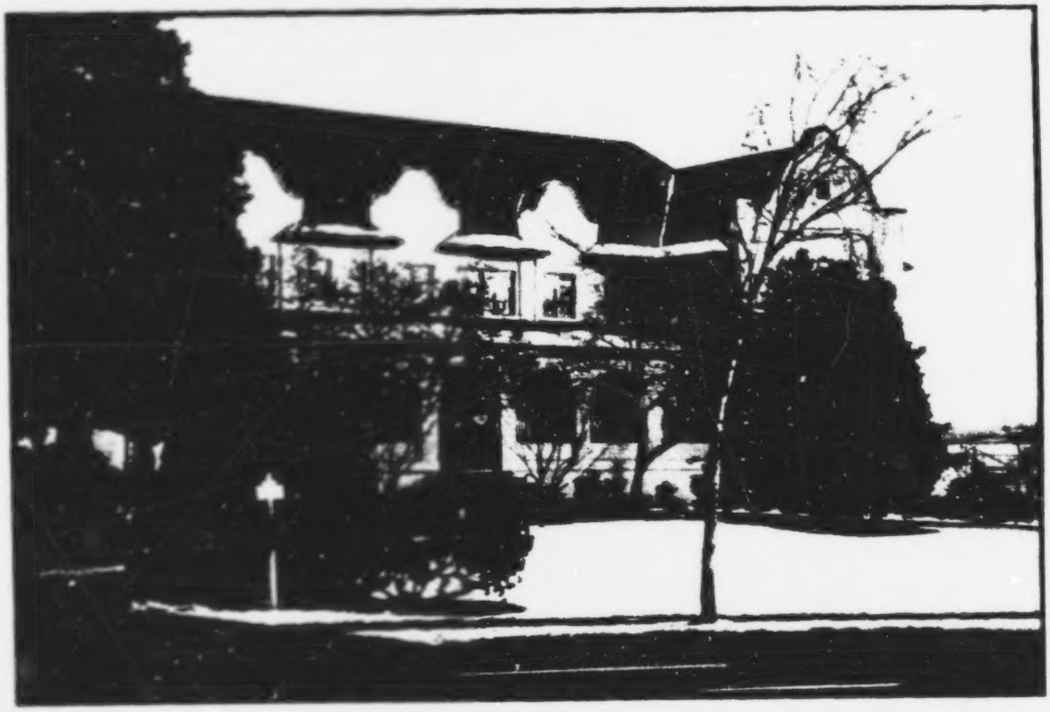


Remedial improvements to Taylor Manor over the last few decades have enabled the premises to continue operation as a care facility, catering to a unique client group which cannot be accommodated within other existing facilities. The improvements have, however, only deferred for a few years the need for a new, similar care facility.

Although all but functionally obsolete as a care facility, Taylor Manor is structurally sound and may have continued usefulness once a replacement facility for Taylor Manor patients is available. The decision whether to retain the building will depend upon a number of factors, including:

- the condition of the building when vacated and anticipated cost of upgrading and maintenance;
- the estimated cost of altering the building to accommodate the anticipated use(s);
- the size of the building and space requirements of the anticipated use(s); and
- the neighbourhood impact of the anticipated use(s).

b) Ministry of Human Resources Building



Eight Hundred Cassiar Street has a long history in providing a social service to the City and Province. Built in 1915 as an industrial school for wayward girls, the large stucco building with Georgian styling was extensively renovated in the 1970's for office use. The site is owned by the Province and presently houses the Ministry of Human Resources' provincial training centre and the Ministry's library collection as well as offices of the Milk Board, Ministry of Highways, Agriculture Department and the B.C. Federation of Foster Parents. In 1981, the building was extensively damaged by a fire but has since been fully refurbished. Spokesmen for B.C.B.C. have recently indicated the building may be declared obsolete and sold within a few years.

The existing building contains 1,952 m^2 (21,000 sq. ft.) of usable floor area on two full storeys, a basement and a partial third floor. The building is in good condition given its age but its size presents limitations for future uses which would be compatible with the immediately adjacent residential development consisting of the Adanac co-operative family housing and senior citizen development. These surrounding uses and the prospect of an improved environment by way of a new Cassiar Connector located west of the present Cassiar Street alignment suggest an alternate future use of this provincially-owned site.

This 1.0 hectare (2.5 acre) site was originally to have been developed as part of the City's 1974 plan to develop its 4.2 hectare (10.3 acre) of adjacent land for cooperative housing. Indeed, the City sold its lands to the Province for this purpose and the Ministry of Human Resources site was to have been turned over to the Ministry of Housing as soon as the Ministry of Public Works could find alternate office space for the uses within the building. The City once held the first right of refusal to purchase this site but relinquished this in order to permit the Adanac Co-op to obtain the former Girl's School gymnasium for use as a recreational/daycare facility. The initial concept for this site (and the subsequent CD-1 By-law) envisaged the possible need for an elementary school and a neighbourhood grocery store, to serve the anticipated population and overcome the difficulties of crossing Cassiar Street to reach such facilities. The need for an elementary school has not materialized. A decision on the design of the new Cassiar Connector could greatly enhance the environment of 800 Cassiar Street. Selection of the City's "Composite Scheme" would bring the prospect of a significant landscaped "bridge" across a new Cassiar Connector. This would make existing school and local commercial facilities west of Cassiar Street much more safely accessible. It would also greatly improve the residential potential of this site.

When the Provincial Government has obtained alternate office space for uses presently in 800 Cassiar Street this site and building should be considered for alternate use. As with Taylor Manor, the decision on whether to retain the 800 Cassiar building will depend upon a number of factors which will need consideration when the site becomes available.

Streets and Utilities

The City's infrastructure of streets and utilities is an important and necessary part of the service provided by the City to the taxpayers. The streets and utilities are constantly being maintained and upgraded as required to meet new demands, new technology and the problems of aging systems. The Hastings-Sunrise area, being an older, established section, has a good infrastructure; however, being older, portions of its utilities (sewer and water) are in need of maintenance or reconstruction. The basic street system is generally in good condition but the treatment of street edges varies across the community, with many streets having curbs, sidewalks, and boulevard planting while others lack some or all of these services. Street improvements should be undertaken, using the City's existing local program in order to remedy the differences in the quality of these services.

With the exception of some recently developed areas in the City where all utilities are installed underground, the array of utilities available to residences and businesses are located both above and below ground. Those located below ground and provided by the City comprise water, sanitary sewers and storm sewers. These are most commonly located within the street allowance. Under agreement, the City has allowed B.C. Hydro to utilize the street allowance for installation of natural gas service. With the exception of street lighting, above-ground utilities comprising electricity, telephone and cable television service are not provided by the City but are most frequently routed through the community on "telephone poles" most commonly located, under agreement, in city lanes.

Virtually all of Hastings-Sunrise is provided with water (for domestic and fire fighting purposes), sewer (for sanitary and storm water) electricity and telephone service at levels adequate to supply current demands. Replacement of these utilities will be required in future years as systems wear out, or as utility standards or consumer demand increases. This work should be scheduled and co-ordinated in a manner which minimizes disruptions to the local residents.

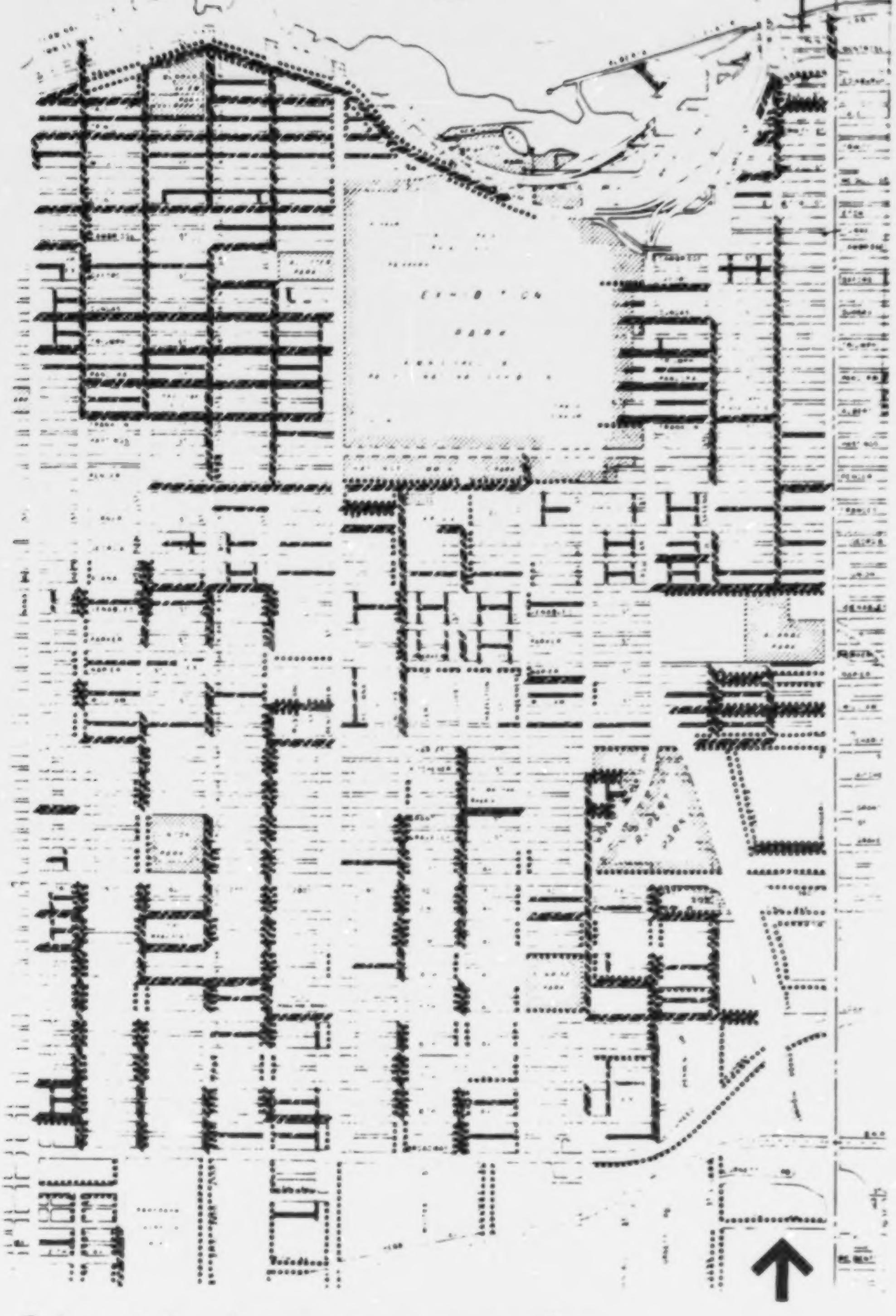
BASIC GOALS

1. To improve the quality and physical appearance of streets and boulevards within the community for the convenience and amenity of residents, employees and visitors.

2. To ensure the provision of efficient utilities necessary for the health and safety of the community.

3. To provide adequate utility services required to maintain industrial operations within the community.

4. To provide utilities in a cost efficient yet unobtrusive fashion.



Street Improvements

Streets Not Paved

Lanes Not Paved

Sidewalks Not Surfaced

POLICIES

1. Streets and Lanes

POLICY 11.1 *Streets and lanes should be suitably surfaced for the safety and amenity of motorists and pedestrians, and curbs, gutters, and sidewalks should be installed along those streets which are not presently improved in this fashion.*

Action #1 *Direct the City Engineer to initiate street improvements on at least one block of street in Hastings-Sunrise per year.*

Discussion

The Hastings-Sunrise area enjoys a high standard of street improvements, relative to other areas in the City. As is typical in a major city, the arterial streets are almost totally curbed when compared to local residential streets. The improvements to all streets are done through the local improvement process, either by resident petition or City initiative. The petition process is normally used for local residential streets and requires that over two-thirds of individuals on any block approach the City and ask to have their street improved.

The initiative process, used primarily for arterial streets, involves the City, on behalf of the City's property owners, asking the adjacent property owners to approve the upgrading of the arterial streets and has an annual program of construction. An initiative can be defeated by objections from no fewer than 50 percent of the abutting property owners owning over 50 percent of the property value. Arterial streets can also be petitioned for by the owners if they see an immediate need, although this is not common.

In addition to improving the safety and convenience to motorists and pedestrians, the provision of curbs, gutters and sidewalks improves the appearance of the street and increases the value of abutting properties. The initial cost of such street improvements is borne by the City although abutting property owners must repay the City. The repayment may be done by either a lump sum or, more commonly, through a local improvement assessment added to the property owner's annual municipal taxes. In either case, the repayment is based upon the number of lineal feet of a property owner's site abutting the street. Presently, the repayment schedule for curbs, gutters and pavement in a single-family residential area is $31.74 per lineal foot (lump sum payment) or $4.66 per lineal foot for fifteen years (local improvement tax assessment). Due to this expense and the present economic climate it is appropriate that in years when no local resident petitions are received the City Engineer initiate street improvements so that Hastings-Sunrise will continue to be improved.

Within the budget prescribed annually for local street improvement, projects originating through resident petition take priority over those originating through staff initiative when being approved by Council. Currently, there is no delay in the implementation of local improvement projects once a petition is received, however, demand and the corresponding period needed for implementation has varied over the years.

Given the possibility of this fluctuation in the future, local projects delayed for more than two calendar years should be given priority by the City Engineer.

The lane system is in relatively good condition. The only surface improvement available is paving, which can be petitioned for through the local improvement procedure. Although the street local improvements are cost shared between the City and property owners, the lanes are paid for 100% by the property owners, who are deemed to be the only beneficiaries of lane improvements.

2. Boulevard Improvements

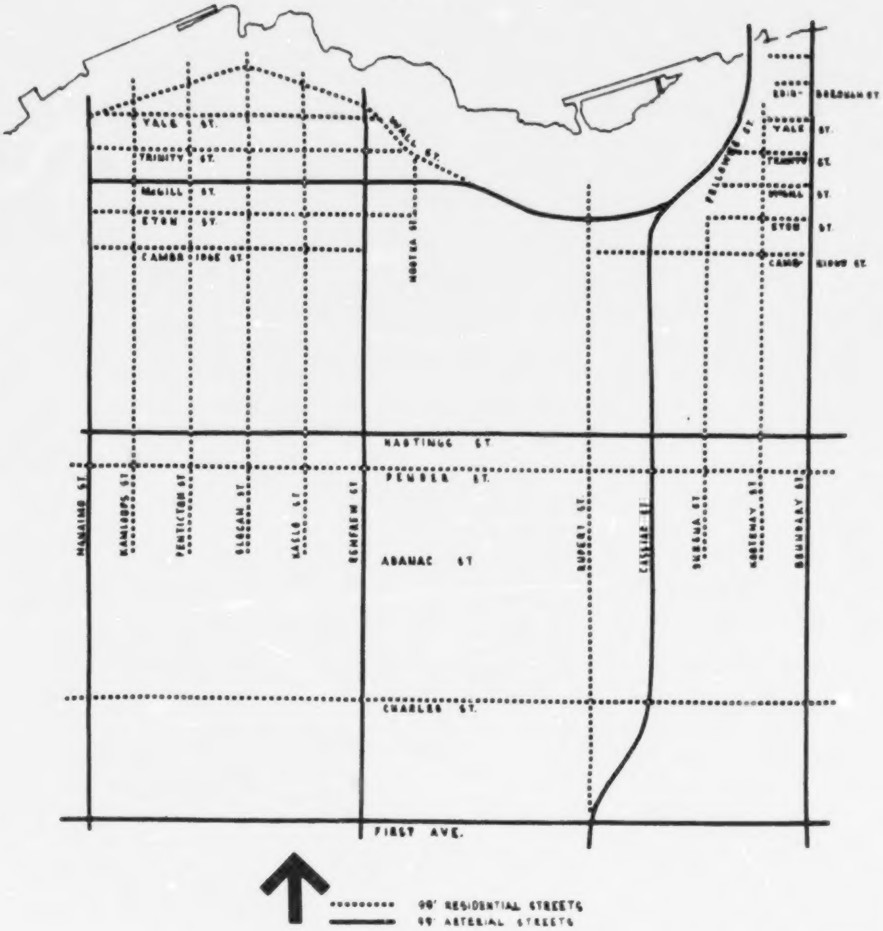
POLICY 11.2	*Physical appearance of streets and boulevards should be improved by the installation of street trees.*
Action #1	*Direct the Parks Board to initiate tree planting along boulevards of newly curbed streets within one year of the completion of the local improvements.*
Action #2	*Give special consideration to initiating tree planting or other special boulevard treatment along those residential streets having a 30.175 metre (99.0 foot) wide street allowance in advance of the completion of street edge improvements.*

Discussion

Tree-planting is not charged to the abutting property owners and is commonly undertaken only after a street has been curbed. In the absence of curbs, particularily on local streets of standard width, tree location cannot be properly determined with respect to the future elevation and location of the curb.

While the City Engineer administers and implements the local street improvement program, the Parks Board staff administer and implement the residential street tree planting program. For the most part, inter-departmental co-operation has resulted in the completion of both types of improvements within a reasonable length of time. However, instances do occur when considerable time passes between the completion of curbing and the installation of the boulevard trees and this should be avoided.

The residential streets shown on the diagram below all have street allowance of 30.75 meters (99.0 ft.) which is 10.58 meters (33.0 ft.) wider than the street allowance for most residential streets within the city.


YALE ST.
TRINITY ST.
McGILL ST.
ETON ST.
CAMBRIDGE ST.
WALL ST.
NOOTKA ST.
BRIDGEWAY ST.
FELLOWES ST.
YALE ST.
TRINITY ST.
McGILL ST.
ETON ST.
CAMBRIDGE ST.
HASTINGS ST.
PENDER ST.
NANAIMO ST.
KAMLOOPS ST.
PENTICTON ST.
SLOCAN ST.
KASLO ST.
RENFREW ST.
ADANAC ST.
RUPERT ST.
CASSIAR ST.
SKEENA ST.
KOOTENAY ST.
BOUNDARY ST.
CHARLES ST.
FIRST AVE.
99' RESIDENTIAL STREETS
99' ARTERIAL STREETS

This additional street allowance is not being used for street purposes and could therefore ultimately provide an extra 5.029 meters (16.5 ft.) of boulevard on each side of the street. This fortuitous quirk in the subdivision provides an opportunity for unique boulevard treatment. Given the width of these boulevards, there should be sufficient latitude to enable tree-planting in advance of the installation of curbs. This should be pursued by discussions with residents, Engineering and Park Board staff.

3. Street and Lane Lighting

Discussion

The street lighting service in the city is essentially complete. The level of lighting is adequate on streets, however, lanes are sometimes of concern and can be lit if the adjacent owners petition for lane lighting. The City's share is 15% for street lighting, but residents pay 100% for lane lighting. Since the existing lighting in Hastings-Sunrise is good and a process exists if citizens wish to light their lanes, no further policy on lighting is necessary.

4. Sewers and Waterworks

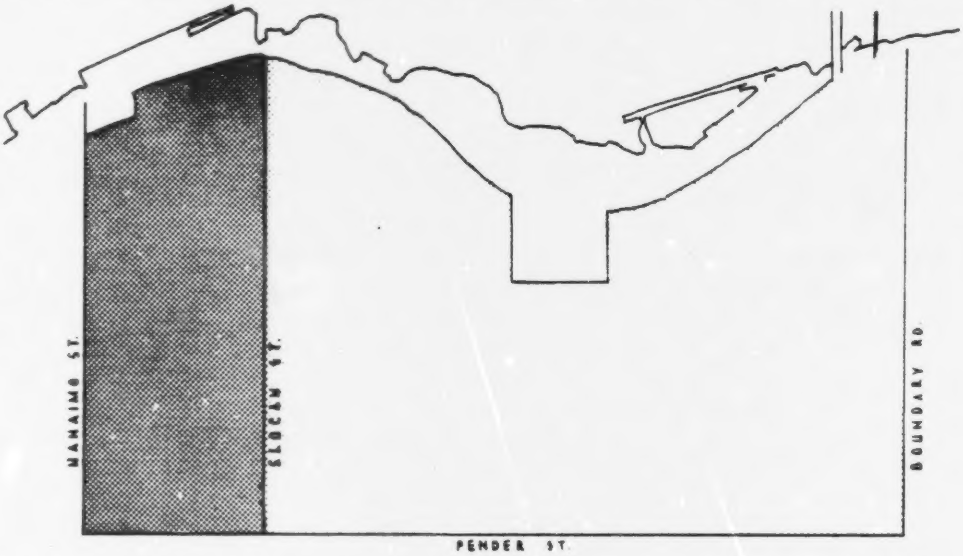
POLICY 11.3	*Reconstruction of sewer and water distribution systems should continue to be coordinated with street improvements and residents should be advised in advance of the timing of reconstruction along their street.*

Action #1	*Request the City Engineer to prepare a schedule for utility reconstruction in the north portion of Hastings-Sunrise, and to make this available to interested parties in the local community.*
Action #2	*Once the schedule for utility reconstruction has been adopted, use this information in considering the timeliness of petitions for local street improvements.*

Discussion

a) Sewers

As indicated in the Sewers Basic Capital Budget Report of 1981, "the average life of the sewer system is estimated at approximately 100 years. Over the next cycle our existing system as we know it will gradually be replaced." The Sewers Basic Capital Program subsequently adopted by Council identifies that portion of Hastings-Sunrise located north of Pender Street as being in need of sewer replacement during the period 1981-2005 as a result of physical deterioration due to age. The plan indicates that sewer reconstruction in the area bounded by Nanaimo, Slocan, Pender and Wall Streets will commence in 1986 and be finished in 1992 at an estimated cost of $3,500,000. The area



Areas Scheduled for Sewer Reconstruction 1985-2005

▨ 1986-1992

☐ 1987-88 & 1997-2000

east of Slocan to Boundary Road from Pender Street to Wall Street is to undergo some sewer reconstruction during 1987 and 1988, although the majority of work in this area is scheduled for the period 1997-2000, at a total estimated cost of $5,000,000.

As with all sewer replacement in recent years, future reconstruction will provide separate sanitary and storm sewers although these will be "integrated" so that the heavily polluted "First Flush" of urban run-off from storm sewers during the early part of a storm may be syphoned off and treated as sanitary sewage.

As inconvenient as sewer reconstruction may be, it is far less disruptive than sewer repair necessitated by sewer failure. In addition, if programmed well in advance and accompanied by community dialogue, the disruption to residents during sewer reconstruction can be more readily tolerated.

Since most sewers are located within the city's street allowance, street improvements should not be undertaken in advance of sewer reconstruction if these improvements are at all likely to be damaged during the sewer reconstruction. Nonetheless, if a local improvement initiative for street improvements is proposed immediately preceding scheduled sewer reconstruction, the street improvements should be deferred until the sewer reconstruction is completed.

b) Waterworks

As with the sewer system, the waterworks system is aging and requiring replacement in several areas of Hastings-Sunrise. Over the next five to ten years, the reconstruction will proceed. The plans for this period have not been finalized, although the preliminary plans for the coming year are available in December of the preceeding year.

The waterworks construction methods are similar to those for sewers and generally do minimize damage to existing improvements such as curbs and sidewalks. Where possible, the waterworks are coordinated with the street and other improvements to minimize duplication of work. There are, however, situations such as pipe failures or redevelopments that occur without advance warning and can cause disruption to new street works. These are unavoidable and must be tolerated.

6. Electricity, Telephone, Natural Gas and Cable TV

POLICY 11.4 *Electricity, telephone, natural gas and cable television service should continue to be readily available to all properties whose occupants might reasonably be expected to request such service (subject to established user fees) and where these utilities have traditionally been located above ground, efforts should be made to provide these as unobtrusively as possible, preferably relocating these utilities underground.*

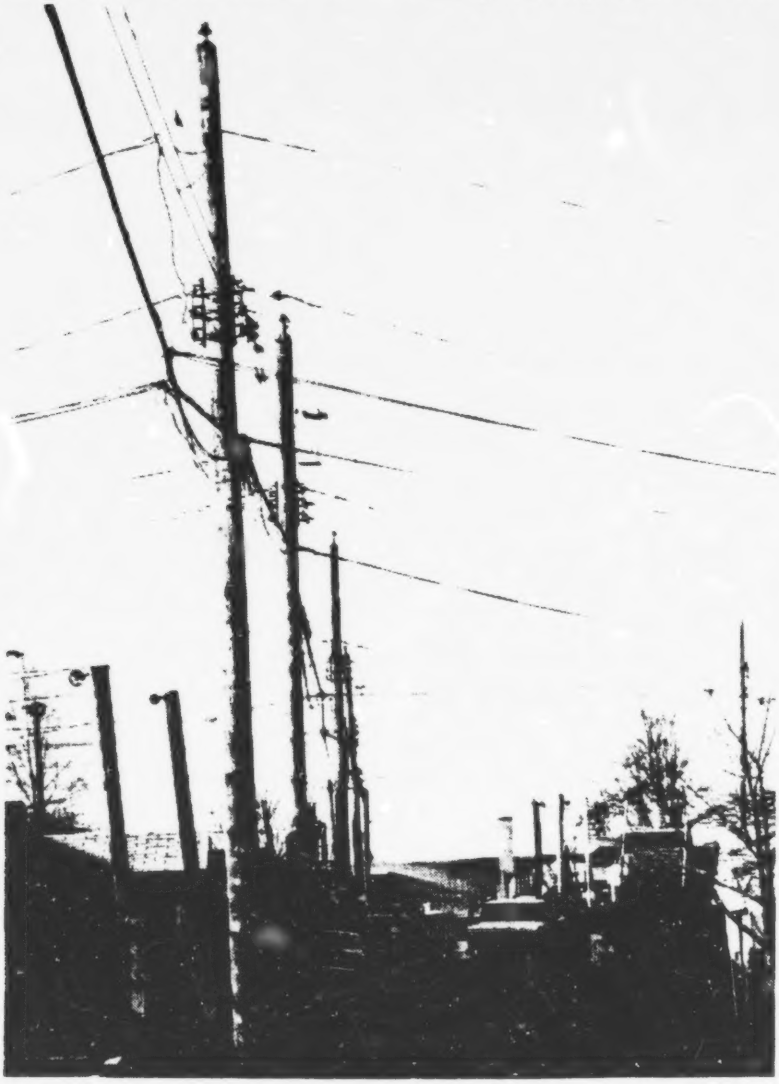
Action *#1* *Provide the necessary easements for and encourage B.C. Hydro, B.C. Telephone, and Rogers Cable TV to underground the existing above-ground utilities.*

Action *#2* *Encourage B.C. Hydro to underground the main electrical lines presently suspended from towers located within the Boundary Road median.*

Discussion

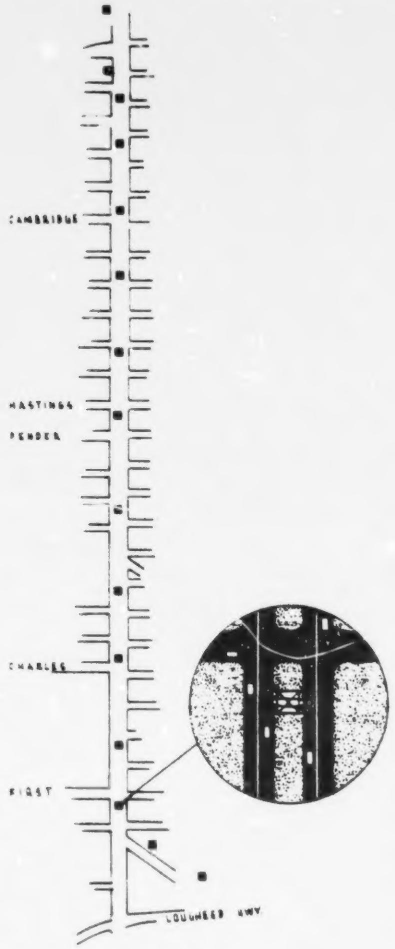
Electricity and telephone service is presently readily available to all properties in Hastings-Sunrise. Natural gas is also commonly available and those few properties (less than 1.0 percent) not presently served may obtain this service by contacting B.C. Hydro. Similarly, cable television service is presently available to all residential properties in Hastings-Sunrise.

The undergrounding of existing above-ground utilities such as electricity, telephone and cable television is extremely costly both to the utility



companies and to the individual consumers. Nonetheless, the plethora of overhead wires represents one of the more unattractive aspects of the "cityscape" and a program should be established for the eventual relocation of these above-ground utilities into underground utility corridors.

One of the most visually obtrusive utilities in the city is the main electrical transmission lines suspended from a series of old steel towers standing within the Boundary Road median.



Boundary Rd.
Transmission Towers

These unattractive towers should be removed and the transmission lines located underground as soon as possible. This median should subsequently be landscaped to standards which will visually reinforce Boundary Road as a bordering arterial street.

Implementation

After Council adoption of the Hastings-Sunrise Plan, the Planning Assistant will be assigned to other responsibilities in the Planning Department. The Planner will, however, spend the balance of 1985 on implementation of the various policies in the plan.

To a great extent, implementation of the plan will consist of following through with the various "action" statements, some of which rest primarily with the Director of Planning. Many of the "action" statements will require a response from other City departments, related Boards (i.e., Park Board) as well as the Hastings-Sunrise community. Still others will require action by City Council, particularly those concerning liaison with the Provincial Government. In all of these, the Planner will facilitate and encourage implementation to the extent possible.

The future of the PNE and prospects for a new connector between the Burnaby freeway and the Second Narrows Bridge were the focus of considerable staff, community and City Council attention throughout the Local Area Planning Program. Although policies in the Plan represent considerable achievement, implementation is primarily dependent upon decisions by the provincial goverment. Should the Provincial Government make its intentions known during 1985 regarding the future of the PNE and a new freeway connector, quick responses are likely to be required. These could very well necessitate a deferral in implementation of other policies in the Plan to enable refinement/alteration of existing Council policy on these two issues. Renewed policy discussions with the Hastings-Sunrise community would be required. Should decisions by the Provincial Government not be forthcoming on these two issues in 1985, staff anticipate that the balance of the policies in the Plan can be substantially implemented before the end of the year.

Implementation of some of the policies in the Plan is dependent upon further study. For example, the development of new industrial zoning district schedules is required before several of the industrial and waterfront policies may be implemented. Similarly, a review of commercially zoned land within the Lougheed and Boundary industrial area is deferred to an overall city review of commercial zoning. Since these additional studies may not be completed so as to enable implementation of Plan policies in 1985, implementation may extend beyond 1985, resources and priorities permitting. Towards the end of 1985, staff should report to City Council on the status of implementation, with appropriate recommendation regarding continued staff allocation as may be necessary to complete implementation.

Several of the Plan policies and related "action" statements are dependent upon capital funding either by the City or the Park Board. Included in this category are:

- various street improvements to manage traffic flows;
- installation of additional bus shelters;
- suitable signalization at several intersections to facilitate pedestrian street crossing;
- various improvements to existing city parks;
- property acquisition to improve waterfront access to the west of New Brighton Park;
- development of improved library facilities;
- servicing and street improvement within the Charles-Adanac neighbourhood;
- acquisition of additional firefighting equipment; and
- possible future improvements to the Family Court facility and Taylor Manor to facilitate alternate use of these buildings.

In implementing the policies of this Plan which are dependent on capital funding, it is paramount that both the City and Park Board accommodate the requisite funding in forthcoming budgets.

Finally, it must be acknowledged that implementation of several of the policies and "action" statements in this Plan area dependent upon the co-operation of various agencies beyond the direct control of the City. The development of a suitable port roadway, provision of additional bus routes and undergrounding of main hydro transmission lines rest with agencies with the City has little direct control of. Nonetheless, implementation of the Council adopted policies may be pursued if only through advising these agencies of the City's position so that they may take this into consideration in their future programming and budgeting.

SUMMARY

The POLICY and ACTION statements from the preceeding sections are consolidated in this final section of the Hastings-Sunrise Plan. In total, the Plan contains 57 policies and 135 related actions to be pursued in implementing the policies.

The thrust of this Plan is to preserve and improve the environment in Hastings-Sunrise, including the residential, commercial, industrial, recreational and social environments. The objective is to provide direction for future change to ensure that Hastings-Sunrise remains as and in some cases becomes even more healthy and enjoyable as a community in which to live, work, shop and play. Some of the policies and actions address long-standing community concerns such as adverse impacts of the P.N.E., commuter traffic on many residential streets (including the unique situation of Cassiar Street) and the need for improvements to existing public parks. Other policies and actions address recent trends and emerging concerns, setting the groundwork and direction for more detailed work and decisions in the years ahead. Included in this group are policies and actions calling for future review of industrial and some local commercial zonings, response to the proliferation of secondary or illegal suites in the RS-1 One-Family Dwelling District, development of a new plan for the Charles-Adanac neighbourhood, and more specific work on the future of the P.N.E. and Exhibition Park.

The thrust of this Plan can more specifically be summarized as follows:

1. RESIDENTIAL ENVIRONMENT

To Protect:

- local streets from commuter use through various street modifications;
- local neighbourhoods from truck traffic by improved enforcement of regulations;
- the Wall Street escarpment from further erosion through erosion control measures; and
- views of mountains and the harbour through development control.

To Improve:

- livability adjacent to the Cassiar Street corridor by developing a new freeway connector which minimizes adverse local impacts;
- traffic flows on existing arterial streets through various street and intersection improvements;
- pedestrian crossings of several heavily travelled streets through signage and other improvements;

- local residential parking problems around the PNE by further monitoring and refining the Resident Permit Parking system (RPP), and either reducing or eliminating backyard pay parking;
- transit service for both local and commuter users by extending certain existing and supporting various new routes;
- safety and amenity of local streets through curbing, paving, and boulevard planting; and
- the relationship between residential and industrial properties through possible future zoning amendments.

To Encourage:

- conversion of surplus C-1 (local commercial) land to residential use by offering zoning incentives;
- adequate safety and livability standards for secondary dwelling units in one-family dwellings and to allow, through zoning amendments, secondary units in existing one-family dwellings, subject to these standards;
- apartment development, through zoning changes, incorporating design and construction features to mitigate noise and provide livable accommodation along some heavily travelled streets;
- opportunities to develop a variety of housing types on City-owned lands; and
- the future undergrounding of utilities traditionallty located above ground.

2) COMMERCIAL ENVIRONMENT

To Protect:

- pedestrian oriented commercial activity in the "core" commercial areas of Hastings Street; and
- small scale convenience shopping areas serving the day-to-day needs of neighbourhood residents.

To Encourage:

- additional residential development opportunities, in conjunction with commercial uses;
- development of a community shopping centre, including a supermarket, at First and Renfrew;

- beautification and local improvement projects within the "core" commercial area between Garden and Slocan on Hastings Street; and
- a suitable amount of convenience commercial development in the future residential development of the Charles-Adanac neighbourhood.

3) INDUSTRIAL ENVIRONMENT

To Protect:

- existing and long term viability of industrial activities by precluding non-industrial development opportunities; and
- existing landscaped setbacks, establish others, and eliminate redundant residential (RT-2) zoning which earlier satisfied this need.

To Improve:

- access of port related traffic through development of a port roadway with suitable connections to a new freeway connector;
- transit service for employees working on the waterfront; and
- the character and amenity of industrial development adjoining Still Creek in the Lougheed and Boundary industrial area by improving this natural feature.

To Review:

- the existing industrial zonings (when alternate zonings are available) to ensure that industrial uses and scale of development are consistent with that which presently exists.

4) RECREATIONAL ENVIRONMENT

To Ensure:

- to the maximum extent possible, that the P.N.E. and uses at Exhibition Park achieve the initial intent of the trust under which this land was given to the City, while at the same time accommodating the needs and aspirations of the citizens of Vancouver;
- provision of a permanent ice rink facility with accommodation for non-ice season community sporting activities; and
- inclusion of a suitably designed neighbourhood park as part of the future development in the Charles-Adanac neighbourhood.

To Protect:

- local parks from adverse impacts caused by future new road developments.

To Improve:

- existing local parks, in conjunction with input from local residents and groups, and, in conjunction with the School Board, further develop shared recreational space at existing school sites;
- the environment of local parks through development of suitable security and noise/visual buffers from adjacent heavily travelled streets;
- recreational opportunities available at existing community centres; and
- waterfront public access, including provision of safe access to view the working port.

To Encourage:

- maximization of the potential open-space for landscaping, buffering, passive and active recreational purposes as an integral part of a new freeway connector;
- extention of the season of operation of New Brighton Pool;
- City acquisition of the Westroc industrial property adjacent to New Brighton Park and its redevelopment with suitable port related uses and incorporating public access to the waterfront;
- relinquishment of some city-owned lands to the care and custody of the Parks Board and the acquisition by the Parks Board of other City-owned lands for development as park, with particular regard to sites offering potential public viewing areas; and
- the Provincial Government to relocate the Family and Child Court service and subsequently add the Family Court site to Burrard View Park, retaining the buildings for community recreational purposes.

5) SOCIAL ENVIRONMENT

To Ensure:

- improved library facilities, preferably through development of a new Branch library at First Avenue and Renfrew Street;

To Encourage:

- general community use of school buildings after normal school hours, through discussion with the School Board;

- non-profit groups and organizations to provide for community use and programming in their facilities; and
- establishment of a permanent, centrally located centre for senior citizen programs and activities.

TRAFFIC AND TRANSPORTATION

POLICY 2.1 *An agreed upon program for a permanent solution to commuter traffic problems on Cassiar Street should be carried out.*

Action #1 *Encourage the Provincial Government to implement the City's "Composite Scheme" proposal to connect the Second Narrows Bridge with Highway #1 and allow for participation of the City in the final design work in order to create an efficient design from the City's perspective, to reduce local impact as much as possible, and to maximize the pedestrian area over any new freeway connector.*

Action #2 *During the final design work period of the freeway connector, re-evaluate the outstanding "Remedial Measures" as may still be required to ameliorate traffic impacts along the Cassiar corridor, for inclusion in a report back to Council.*

Action #3 *Review, up-date and implement within one year the outstanding "Remedial Measures" to ameliorate traffic impacts along the Cassiar corridor, should a decision to implement forthwith a new freeway connector not be announced by the Provincial Government before January 1, 1986.*

Action #4 *Subsequent to final design of the freeway connector, facilitate participation by the local community in decision-making regarding the consequential re-design of the local street network.*

POLICY 2.2 *Additional capacity should be provided on existing arterial streets for east-west commuter traffic.*

Action #1 *Develop left turn bays on Hastings Street at the Nanaimo and Renfrew Street intersections.*

Action #2 *In consultation with the Provincial Government and the municipality of Burnaby, concurrently develop left turn bays on Hastings Street at Boundary Road, and further consider the introduction of restricted left turns onto Skeena or Kootenay Streets during rush hour.*

Action #3 *Develop double turning lanes with advance green signals at the intersection of Nanaimo and Dundas Streets and introduce additional no parking regulations on Dundas Street to the west of Nanaimo Street.*

Action #4 Establish building lines as appropriate along Dundas Street, and Hastings Street near its intersections with Nanaimo and Renfrew Streets and Boundary Road, in order to facilitate street improvements discussed in the foregoing "Action".

Action #5 Introduce 24 hour no parking along First Avenue and extend the hours of parking restrictions on Hastings Street, Broadway, and the Grandview Highway, as required by traffic demand.

Action #6 Request the Provincial Government to implement rush hour parking restrictions on Hastings Street east of Boundary Road, in order to facilitate traffic movement along this arterial street.

Action #7 Investigate extension of the centre divider on East Hastings Street east of Cassiar Street to preclude left turns by eastbound traffic into the Johnny Canuck Hotel and by westbound traffic with McDonald's Restaurant.

POLICY 2.3 Traffic Control Measures should be initiated where necessary to discourage commuter traffic from passing through local streets and redirect traffic onto arterial streets that can accommodate the extra demand.

Action #1 Discourage commuter traffic from Wall Street with appropriately located traffic control devices or improvements to alternate commuter routes which will make them more advantageous.

Action #2 Instruct the City Engineer to carry out an origin-destination survey of vehicles travelling along the Georgia/Adanac/Venahles local street corridor to determine the nature and extent of the commuter traffic problem and discourage commuter traffic, if warranted, with appropriately located traffic control devices or improvements to alternate commuter routes which will make them more advantageous.

POLICY 2.4 A port roadway from Cardero Street to the Second Narrows Bridge to accommodate existing and future port-related traffic but not commuter automobile traffic should be supported and the reservation of a continuous waterfront transportation right-of-way to accommodate the potential for possible transit (rail) should be supported as well, in accordance with Council's resolutions of March 6, 1984.

Action #1 Maintain liason with the Vancouver Port Corporation through the Planning and Development Committee of Council (the designated liaison Committee), in order to ensure that community interests are represented in future planning and implementation of a port roadway.

Action #2 Accommodate adequate opportunity for community input into any decision-making process related to the joint City, Provincial and Vancouver Port Corporation detailed study of alternatives for a connection of the port roadway with the Second Narrows Bridge, with particular attention to alternatives to use of the Renfrew Street overpass and measures to discourage commuter (private automobile) use of the port roadway.

POLICY 2.5 **Truck traffic should be confined to approved truck routes.**

Action #1 Enforce the Streets and Traffic By-law, prosecuting truck drivers who deviate from approved truck routes.

POLICY 2.6 **Existing transit service should be maintained and expanded as the need and demand arise.**

Action #1 Encourage B.C. Transit to regularly monitor ridership levels on all transit routes and improve service where ridership levels increase and decrease hourly service as ridership levels dictate.

Action #2 Encourage B.C. Transit to extend the Hastings Express bus service through Burnaby with appropriate stops in Hastings-Sunrise as needed.

Action #3 In conjunction with the foregoing, encourage B.C. Transit to study the potential of relocating the Kootenay Loop eastward.

Action #4 Encourage B.C. Transit to establish a Broadway/Lougheed express service through Burnaby.

Action #5 Encourage B.C. Transit to establish a First Avenue bus service from Burnaby to the downtown.

Action #6 *Encourage B.C. Transit to establish a transit service on Renfrew Street north of Hastings Street, and to provide more frequent service along the east/west bus route along McGill Street into Vancouver Heights.*

Action #7 *Encourage the Province and the Vancouver Port Corporation to give further consideration to a commuter rail service along the waterfront corridor to service the eastern municipalities, including a stop to service Hastings-Sunrise when and if required.*

Action #8 *Encourage the P.N.E. to provide bus service to future annual fairs as was done during the transit lockout in 1984.*

Action #9 *Move the Rupert Bus northbound stop at First Avenue closer to the intersection.*

Action #10 *Install more bus shelters at heavily used stops and near schools, community centres and seniors housing facilities.*

POLICY 2.7 *Appropriate traffic control measures to ensure safe pedestrian movement across arterial streets should be improved upon or added as required.*

Action #1 *As part of the 1985 Council review of pedestrian crossings, give favourable consideration to:*

a) upgrading of the existing crosswalk with flashing signal on Rupert Street at Fourth Avenue to a pedestrian actuated traffic light to increase safety for young children and seniors wishing to access Sunrise Park; and

b) upgrading of the painted crosswalk with overhead flashing light at Hastings and Kamloops Streets through installation of a pedestrian actuated signal.

Action #2 *Refer to the P.N.E. Impacts Committee for recommendation the issue of pedestrian crossings of Renfrew Street adjacent to the P.N.E., with particular regard to possible relocation or elimination of existing crosswalks.*

Action #3 *Ensure provision of adequate pedestrian linkages across the Cassiar Freeway Corridor through consideration at the detailed design stage of which ever alternative scheme is selected, with linkages provided at least in the vicinity of Charles, Adanac, Hastings, Triumph and Cambridge Streets.*

Action #4 Request the City Engineer to investigate the need for an additional pedestrian crossing on McGill Street at Kamloops Street, and to investigate with the Broadway Tabernacle the feasibility of a pedestrian signal at Broadway and Slocan Street to be activated only by the Broadway Tabernacle.

Action #6 Request the City Engineer, in conjunction with the Hastings Community Centre Association, to review the matter of pedestrians crossing Hastings Street at Lillooet Street and to report as necessary with recommendations to the Transportation Committee of Council to either more safely accommodate or preclude such crossing.

Action #7 Request the City Engineer to investigate various means to enhance the safety of students crossing Nanaimo Street near Templeton High School, in consultation with police and the school principal.

POLICY 2.8 The Resident Permit Parking system should be maintained.

Action #1 Continue to monitor the effectiveness of the Resident Permit Parking (RPP) system, in conjunction with residents, and make amendments as necessary to ensure residents are given good protection against on-street parking by users of Exhibition Park.

Action #2 In the next RPP review, consider fully the implementation of block specific permits and visitor passes, and tow away instead of ticketing offending vehicles.

POLICY 2.9 Backyard Pay Parking (BYPP) serving patrons attending events in Exhibition Park should be significantly reduced and regulated as necessary to restore the residential environment to the RS-1 areas around the Park.

Action #1 Enforce the new provisions of the Zoning and Development By-law enacted in January 1985 which limit new BYPP operations to a maximum of one rental space on a site and also specify the maximum number of legal parking spaces which may be permitted on residential sites of various width.

Action #2 Prepare further recommendations to City Council on additional measures which may be pursued to control both BYPP operations and related activities such as street solicitation.

Action #3 Monitor the situation and make recommendations for adjustments as necessary in order to fully achieve the foregoing policy.

EXHIBITION PARK

POLICY 3.1	*Council's positions for the future of Exhibition Park and the P.N.E., adopted on November 9, 1982, should be pursued by various means.*

Action #1 — *Incorporate Council's adopted positions into the 1985 P.N.E. lease renewal conditions, subject to the limitations of the powers the City has with respect to these negotiations.*

Action #2 — *Encourage the Provincial Government to release the 1982 report of the Provincial P.N.E. Study Group for public discussion and to make known its objectives for the future of the P.N.E.*

Action #3 — *The City, with the participation of affected parties and using any decisions made by the Provincial Government about the future role of the P.N.E. or elements of the P.N.E., should undertake detailed land use planning and urban design work to generate a concept plan for Exhibition Park guided by the terms of the Trust. After the completion of the 1985 lease renewal process, the Director of Planning should be directed to report back on a specific planning program, resource requirements, timing and appropriate participants.*

Action #4 — *Review and revise the CD-1 zoning pertaining to Exhibition Park to assist in implementing the approved concept plan or, in the absence of an approved plan, to more accurately reflect the existing development.*

Action #5 — *In undertaking the above noted land use planning and urban design work, Council and staff acknowledge the HSCPC's continuing concern with:*

- *relocation of Playland elsewhere on Exhibition Park (it should be relocated to another site);*
- *expansion of the racetrack; and*
- *use of part of the site for park and ride to the downtown stadium.*

Action #6 — *Council revise its policy position of November 9, 1982 to:*

a) clarify that the provision of a community ice facility is to incorporate community use throughout the year for lacrosse, rollerskating and similar activities when the ice surface is not installed; and

b) include a review of the number, location and design of off-street parking ingress and egress, as part of the future detailed land use planning and urban design work.

PARKS AND RECREATION

POLICY 4.1 Outdoor recreational facilities should be provided within a reasonable walking distance of all residents and without small children having to cross major arterial streets.

Action #1 With the availability of funds and cooperation of the Vancouver School Board, develop or improve upon existing creative playgrounds and seating at Tillicum Annex, Garibaldi Annex, Maquinna School, Begbie School, Thunderbird School and Vancouver Technical School to provide recreational facilities for families with young children in neighbourhoods with parks located more than 400 M (1/4 mile) away from much of their populations.

POLICY 4.2 Existing parks should be adequately protected and screened, both visually and acoustically, and for greater user safety from adjacent arterial streets and any future major road development.

Action #1 Provide tree/berm buffers for Rupert Park along existing arterial roads, including the Rupert Diversion.

Action #2 Request the Parks Board to install visually unobtrusive fencing along park edges which border heavily travelled streets and request the City Engineer to review these situations and install suitably designed motorist warning signage on streets adjacent to parks as appropriate.

Action #3 Enforce parking and speed restrictions on streets adjacent to parks.

Action #4 Ensure future road development does not adversely effect existing park configurations or environments without off-setting measures being taken.

POLICY 4.3 Any future highway connector between the Second Narrows Bridge and the Trans-Canada Highway should maximize potential open space for landscaping, buffering, passive and active recreational purposes.

Action #1 During the final design stage of any new freeway-bridge connector, ensure maximum provision of passive recreational areas adjacent, an active recreation area across (land bridge), and landscaped buffer areas throughout the corridor.

Action #2 In negotiating jurisdictional and maintenance responsibilities for the recreational and buffer areas, incorporate community input as to which areas are deemed usable park space and which are just landscaped buffer.

POLICY 4.4 Existing parks should be improved in order to satisfy the local recreational needs of all residents, including senior citizens, and opportunities pursued to develop new mini-parks.

Action #1 With the availability of funds, encourage the Park Board to develop park improvement plans, in consultation with local neighbours and recognized community groups (i.e., Hastings Community Association, HSCPC, Kiwanis, Lions Club, etc.), to include the following suggested items:*

Adanac Park - relocation of creative playground, landscaping, seating, lighting, wading pool, fitness circuit, off-street parking on southerly portion with Boundary Road access only.

Burrard View Park - upgraded tennis courts, creative playground, flat area for informal ball playing, seating.

Callister Park - improved creative playground, chain link fence, trees along Renfrew Street, basketball hoops, benches, drainage.

Clinton Park - fitness circuit, trees along First Avenue, landscaping in passive area, seating.

Hastings Park - planted sound buffer along existing chain link fence, creative playground, area of blacktop replaced with grass, fitness circuit.

Kaslo Park - improved creative playground, improved landscaping.

Rupert Park - improved drainage, retention of present configuration (do not acquire as a high priority additional privately owned lands adjacent to the park).

Sunrise Park - equipment storage room, seating, landscaping.

Thunderbird Park - tree/berm buffer on First Avenue, improved creative playground, BMX bicycle track, seating.

*(See Section 12: Implementation)

Action #2 Instruct the City Engineer to favourably respond to initiatives by the Parks Board and/or local service organizations to develop corner-parks on undeveloped road allowances at the intersections of Hastings and Kamloops, Hastings and Penticton, and Nanaimo and Charles Streets.

Action #3 Request the Parks Board to revise its policy regarding team usage of local parks to ensure that some land within all parks is reserved for unorganized, informal sporting activities.

Deferred until
Parks Staff
Report **

POLICY 4.5	*Existing Community Centres should be upgraded to provide a good level of contemporary recreational activities to all residents.*
Action #1	*Direct the City Engineer to assist Park Board staff in the development of additional parking spaces at the Hastings Community Centre.*
Action #2	*Assist the Hastings Community Association to establish alternative funding mechanisms to eliminate their dependence upon revenue derived from rental parking at Renfrew and Pender so that programming contributions may continue but the land can be redeveloped for park purposes.*
Action #3	*Build additional above-ground floor space at the Thunderbird Neighbourhood Community Centre in order to re-orient existing facilities and provide space for a growing child care service, office and programming space, a more inviting entry and a lounge.*
Action #4	*Carry out minor upgrading of Sunrise Community Hall and ensure the facility caters to the needs of a changing population.*

POLICY 4.6	*Direct Waterfront access should be secured and enhanced wherever possible.*

POLICY 4.7	*Access to local outdoor pool facilities should be equitable with the access provided to other Parks Board operated outdoor facilities.*
Action #1	*Develop New Brighton Park into a major waterfront facility through further improvements including extensive landscaping and by extending public access to the water's edge along the property to the west.*
Action #2	*Direct the City Surveyor to establish New Brighton Park's boundaries so that the park's configuration can be confirmed, and City Council resolve to make application to the federal government (Vancouver Port Corporation) for a Crown Grant or conveyance for the purpose of ensuring the park use in perpetuity.*
Action #3	*Instruct the Director of Planning to make application to rezone the area presently developed as New Brighton Park from M-2 Industrial District to RS-1 Residential District.*
Action #4	*Encourage the City Engineer to investigate and, if appropriate from a traffic safety standpoint, develop a westerly entrance to the New Brighton Park parking lot.*

Action #5 Short of public acquisition of the Westroc property, give favourable consideration to rezoning/redevelopment opportunities of this site in exchange for shoreline improvement and developed public access across the waterfront.

Action #6 Encourage the Vancouver Port Corporation to permit and participate in the provision of "fingers" of public access to the water's edge along the working port and to explore the feasibility of a part-time bicycle route along Commissioner Street to link up with Stanley Park to the west.

Action #7 Request the Parks Board to extend the operating season of the New Brighton Pool so it is comparable to that of the Kitsilano Pool.

POLICY 4.8 Views of mountains, waterfront, the downtown and the working port should be preserved or opened up by the designation and development of attractive public viewing areas in selected locations.

Action #1 That the seven City-owned lots on the north side of Wall Street between Slocan and Kaslo Street be designated as permanent public park and be developed by the Park Board.

Action #2 Turn over to the care and custody of the Parks Board the three City-owned lots at the north end of Boundary Road and negotiate with the Provincial Department of Highways to acquire or lease a small portion of their property at this location, to partly clear and develop a public viewing area with landscaping and seating.

POLICY 4.9 A high quality community ice rink facility should be made available on a permanent basis at Exhibition Park.

Action #1 Negotiate with the P.N.E. to insure continued use of the Agradome for Hastings Minor Hockey and Amateur figure skating and for permanent designation of a building at Exhibition Park suitable for all forms of community ice skating and other non-ice season sports and further to negotiate improvements to the selected building if required, to create a good quality public facility.

POLICY 4.10 The Charles-Adanac Park Site should be developed as a landscaped buffer with some playing equipment.

Action #1 Encourage the Park Board to clear away the underbrush and complete basic landscaping of the Charles-Adanac Park Site in the short term and, in the longer term, to develop a detailed park design in consultation with the local neighbourhood during the early implementation of an updated plan for the Charles-Adanac City-owned lands.

COMMERCIAL AREAS

POLICY 5.1	*Hastings Street between Garden and Slocan Streets and from Boundary Road to just west of Kootenay Street should be identified and enhanced as the core shopping areas of Hastings-Sunrise.*
Action #1	*Encourage the businesses and commercial property owners to request a local improvement program to upgrade sidewalks and provide features such as seating, decorative lighting, garbage containers and corner-parks, where appropriate, within the core shopping areas.*
Action #2	*Refer to Public Hearing a rezoning of properties within the primary core shopping area from C-2 to C-2C and instruct the Director of Planning to submit a rezoning application, including appropriate text amendments.*

POLICY 5.2	*Hastings Street, between Victoria and Garden Drives, Slocan and Renfrew Streets, and from Cassiar Street and to Kootenay Street should be maintained as general and automobile- oriented business areas with provision for small-scale retail and service businesses to service the local community.*
Action #1	*Refer to Public Hearing a rezoning of properties within the Hastings Street Fringe Commercial Areas from C-2 to C-2C1 and instruct the Director of Planning to submit a rezoning application, including appropriate text amendments.*

POLICY 5.3	*Renfrew Street, between Graveley Street and Third Avenue should be identified and enhanced as the secondary core shopping area of Hastings-Sunrise.*
Action #1	*Initiate tree planting and encourage the businesses and commercial property owners to request a local improvement program to upgrade sidewalks and provide features such as seating, decorative lighting and new garbage containers.*
Action #2	*Continue to support the rezoning (CD-1) and development of a community shopping centre on the southwest corner of First Avenue and Renfrew Street, provided that a major supermarket is included in the development.*
Action #3	*Refer to Public Hearing a rezoning of properties within the secondary shopping area from C-1 to C-2C1 and instruct the Director of Planning to submit a rezoning application including appropriate text amendments.*

POLICY 5.4 *Small scale local convenience shopping areas should generally be maintained and provided as future demand warrants throughout Hastings-Sunrise.*

__Action__ #1 *Retain C-1 zoned properties in Hastings-Sunrise as necessary to serve the day-to-day needs of the local neighbourhood, reducing the amount of C-1 zoning in locations where demand no longer exists.*

__Action__ #2 *Encourage owners of surplus C-1 zoned land to initiate rezoning by giving favourable consideration to new zoning which would allow additional residential potential.*

__Action__ #3 *Provide for local convenience shopping within the Charles-Adanac Neighbourhood as part of the Charles-Adanac plan development process.*

POLICY 5.5 *The four undeveloped parcels should be consolidated and developed with uses and a form of development which are compatible with adjacent development and responsive to the site context.*

__Action__ #1 *Instruct the Director of Planning to make application to rezone these lands from C-2 Commercial District to C-2C1 Commercial District, consistent with adjacent lands in this fringe commercial area, and to encourage the owners to develop these lands as a single site.*

LOUGHEED AND BOUNDARY INDUSTRIAL AREA

POLICY 6.1	Retail activities should not be permitted in the industrial area.
Action #1	Review the existing zoning in the Lougheed and Boundary Industrial Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.

Policy 6.1 and Action #1 referred by Council to Planning and Development Committee

POLICY 6.2	The creation of smaller parcels through subdivision should be accommodated in order to provide a range of industrial development opportunities.
Action #1	Give favourable consideration to subdivision applications which would provide a reasonable number of medium-size industrial parcels.
POLICY 6.3	The scale of new industrial development should be in keeping with existing development.
Action #1	Review the existing zoning in the Lougheed and Boundary Industrial Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.
POLICY 6.4	The area should be made to be as attractive as possible to create and maintain a high quality development appearance and particular attention should be paid to sites in prominent locations or abutting major public thoroughfares.
Action #1	Retain the 12.2 m (40.0 ft.) landscaped setback requirement along the Boundary Road, Grandview Highway, Broadway and Lougheed Highway frontages of this industrial area and rezone the narrow strips of RT-2 zoning along Broadway and Grandview Highway to industrial use.
Action #2	Establish a 7.315 m (24.0 ft.) landscape setback requirement along the east side of Renfrew Street for a distance of 158.5 m (520.0 ft.) south of Broadway.

Action #3 Encourage a good quality of building design and landscaping as part of the Development Permit Process.

POLICY 6.5 Maintain the open state of the Still Creek watercourse and enhance the appearance and accessibility of some portions.

Action #1 Secure the cooperation of the Greater Vancouver Sewerage and Drainage District to ensure that those portions of Still Creek protected by an easement are to be kept open and landscaped rather than culverted.

Action #2 Further investigate design alternatives and associated costs for remedial security improvements which, if implemented, would provide adequate security for abutting industrial activities while allowing public access to Still Creek.

Action #3 In coordination with the Greater Vancouver Sewerage and Drainage District, require development permit applicants to augment Still Creek improvements undertaken by the GVS & DD, as a condition of approval of conditional development permit applications.

POLICY 6.6 Retain the residential enclave on the south side of East Broadway between Renfrew and Kaslo Streets but give future consideration to the enclave on the north side of Grandview Highway between Skeena Street and Cornett Road.

Action #1 Retain the residential enclave on the north side of Grandview Highway between Skeena Street and Cornett Road until owner-initiated rezoning applications are received seeking rezoning to M-1 or subsequent zoning consistent with Policy 6.1 Action #1 and Policy 6.3 Action #1.

POLICY 6.7 Review the suitability of the present C-1 zoning on lands located within the boundaries of the Lougheed and Boundary Industrial Area as part of a future Commercial Zoning Study by the Planning Department.

Action #1 Retain the present C-1 zoning on lands at the southwest corner of Broadway and Rupert Street and at the northwest corner of Grandview Highway and Renfrew Street pending a review to determine whether alternate zoning is more appropriate.

POLICY 6.8 *Review the suitability of the zoning applicable to the Wolfe automobile dealership on Boundary Road to ensure that the approved use does not become non-conforming, that commercial uses do not spread elsewhere along this edge of the Lougheed and Boundary Industrial Area, and that future use of this site, if vacated by Wolfe, be in compliance with the industrial zoning applicable to adjoining lands.*

Action #1 *Review, as part of a future Planning Department Commercial Zoning Review, Council's directive of May 15, 1984 to include the Wolfe site in the proposed C-4 zone when that zoning is submitted to Public Hearing, to ensure that the proposed C-4 District Schedule is the most appropriate.*

POLICY 6.9 *Lands designated for park use in the Thunderbird neighbourhood should be suitably zoned for this purpose and issues of tenure resolved to enable continuation of this park in the long term.*

Action #1 *Implement a rezoning from M-1 Industrial District to RS-1 One-Family Dwelling District of those lands on the northwest corner of East Second Avenue and Skeena Street.*

Action #2 *Council resolve to make application to the Provincial Government (Minister of Highways and Public Works) to convey, for park purposes, the site being the 0.119 ha (0.295 ac.) triangular area of land on the northeast corner of East Second Avenue and Skeena Street.*

Action #3 *Upon successful conclusion of the foregoing action, consolidate the triangular parcel with the two adjacent street allowances and, if possible, the westerly adjacent parcel (Lot B), and pursue suitable arrangements for preservation of these lands as a neighbourhood park.*

THE WATERFRONT

POLICY 7.1 The industrially designated portions of the waterfront, with the exception of New Brighton park, should be designated for marine and marine related industrial uses.

Action #1 Support the draft Master Plan recommendations for the port regarding the designation of the Terminal Dock site for trans-shipment purposes, consolidation of the fishing industry east of Terminal Dock and improvements to the Alberta Wheat Pool to allow for use by larger ships.

Action #2 Support retention of light industrial uses in the Bridgeway Industrial Area, recognizing that this industrial enclave has no natural affiliation with port-related uses.

POLICY 7.2 Industrial development on the waterfront and in the Bridgeway Area should be sensitive to the quality of the adjacent residential environment along the escarpment by controlling building height and environmentally incompatible uses.

Action #1 Request the Vancouver Port Corporation to adopt the above policy.

Action #2 Review the existing industrial zoning on waterfront lands and in the Bridgeway Area, with a view towards implementing the above noted policy at such time as alternate new zoning district schedules are available for application.

POLICY 7.3 Hazardous goods movement by rail or road should be phased out of the eastern portion of the Vancouver waterfront area as soon as possible.

Action #1 Request the Vancouver Port Corporation to adopt the above policy in support of the December 1983 Canadian Transport Commission orders to phase out transportation of dangerous commodities in the Vancouver waterfront area.

POLICY 7.4 Direct public access to the water's edge or viewing platforms within the industrial area should be provided where feasible.

Action #1 With the redevelopment of the Terminal Dock site, encourage the Port of Vancouver to extend the existing pedestrian overpass at the foot of Nanaimo Street over Commissioner Street and onto a rooftop observation area.

Action #2 The majority of the Westroc site to the west of New Brighton Park should be redeveloped for port-oriented industrial use (s) on the waterfront site and, in the future, housing on the southerly site, with future decisions on use recognizing the need for compatibility with New Brighton Park and involving local input.

Action #3 Assuming the Vancouver Port Corporation is to be successful in acquiring the Westroc site to the west of New Brighton Park. seek a commitment from the Port to provide, possibly through lease or sale to the City, land to provide public waterfront access, with the location and configuration of the waterfront access to be the subject of further discussion.

POLICY 7.5 Improvements should be made to the industrial portion of the waterfront to provide for the needs of industrial workers.

Action #1 Request the Vancouver Port Corporation to improve conditions for port workers, including provision of a lighted sidewalk along Commissioner Street, adequate employee parking below the escarpment edge and a restaurant oriented to serve port workers.

Action #2 Request B.C. Transit to establish bus service along Commissioner Street to serve port employees and visitors.

POLICY 7.6 The cliff face should be protected to preserve and provide security for the residential properties on the north side of Wall Street and to reduce the maintenance required by the CPR on their lands and tracks at the toe of the cliff.

Action #1 Encourage the CPR to build a low retaining wall at the ditch level to prevent the shallow slides at the toe of the oversteepened talus slope, to allow the talus slope to reach a stable angle of repose, to allow the talus slope to extend further up the face of the cliff to protect the rock from weathering especially at the seepage layers, and to reduce the volume of debris that has to be cleared off the railway tracks.

Action #2 Encourage abutting property owners to prevent water from spilling over the crest of the cliff, minimize groundwater infiltration, prevent people from traversing the cliff face, avoid dumping of materials over the cliff, try to promote vegetation which will control erosion, and construct small crib retaining walls as required to maintain garden areas.

HOUSING

POLICY 8.1 RS-1 zoned areas should be rezoned to allow for conversion of existing one-family dwellings to contain a maximum of two dwelling units.

Action #1 Pursue a rezoning of RS-1 lands to a new zoning district schedule identical to the RS-1 except for the following additional conditional approval use:

-multiple conversion dwelling, of existing buildings, to contain a maximum of two dwelling units;

and develop acceptable standards for such conversions and an acceptable companion program for elimination of illegal, sub-standard conversions.

cies 8.1 and
and related
ons referred
ouncil to
ning and
lopment
ittee

POLICY 8.2 Portions of the residential frontages along East 1st Avenue and East Broadway should be rezoned to allow for residential development that will better respond to traffic noise along adjoining arterials.

Action #1 Pursue a rezoning of RS-1 lands, outlined below, to RM-3A1 Multiple Dwelling District, subject to an amendment which will require suitable design measures to adequately respond to traffic noise.

Action #2 Develop suitable design guidelines for these RM-3A1 sites, with particular regard to noise mitigation and compatibility with adjacent residential development.

POLICY 8.3 Explore opportunities to develop alternative forms of housing on selected city-owned land sites.

Action #1 Instruct staff to prepare draft development guidelines for a rezoning of the Thunderbird Housing site at 1st Avenue and Cassiar Street to CD-1 Comprehensive Development District for residential development comprising a mixture of apartments/townhouses and single-family dwellings. (See also Section 9: Charles-Adanac Neighbourhood).

POLICY 8.4 Existing views enjoyed by residents in designated portions of Hastings-Sunrise should be preserved within reasonable limits.

Action #1 *Designate view sensitive areas in Hastings-Sunrise and provide special staff processing of development permit applications for new houses or additions to existing houses to insure adjacent residents' mountain views are not unduly affected.*

CHARLES-ADANAC NEIGHBOURHOOD

POLICY 9.1	Existing City-owned lands in the undeveloped portion of the Charles-Adanac neighbourhood should be made available to accommodate relocation of households displaced through development of a new freeway connector.

Action #1	Instruct the Director of Planning to report back on the timing and extent of consultant services necessary to develop, with community input, specific development alternatives to accommodate the diversity of site and housing needs as may be necessary to satisfy dwelling and/or household relocation of those likely to be displaced by a new freeway connector and wishing to relocate within the Charles-Adanac neighbourhood.
Action #2	In considering development alternatives for the Charles-Adanac lands, consider both alternate configurations for the neighbourhood park and the street/traffic pattern, bearing in mind safety, centrality and design of the park, through traffic and emergency/social connections with the western portion of the Hastings-Sunrise community.
Action #3	In conjunction with the foregoing actions and after Council endorsation of an approved concept, pursue site resubdivision/consolidation, rezoning, marketing and development of alternate residential accommodation (i.e., townhousing) to accommodate, in a timely fashion, households displaced for a new freeway connector.
Action #4	Instruct the Director of Planning to develop a program, for Council's consideration, to deal with relocation to the Charles-Adanac neighbourhood of households dislocated for development of a new freeway connector.
Action #5	Instruct the City Engineer to initiate local improvements for streets within the southerly Charles-Adanac neighbourhood, recognizing that the cost for such improvements adjacent to City-owned lands would largely be borne by the Property Endowment Fund.
Action #6	Instruct the Supervisor of Properties and the Director of Planning to report back to Council regarding a marketing strategy for City-owned lands which, subsequent to Council endorsation of an approved concept plan, will not be required for either alternate residential accommodation such as townhouses or for relocation of existing dwellings which may feasibly be moved to accommodate a new freeway connector.

COMMUNITY FACILITIES AND SOCIAL SERVICES

POLICY 10.1 Any public school facility closed due to declining enrolment should be retained by the School Board to enable re-use in the future, should enrolment increase, and any leases should preclude substantial building alterations by the lessee, require maintenance of the school grounds, and provide for continued community use of the grounds.

Action #1 Should any school be closed, request the School Board to retain the properties, to advertise within Hastings-Sunrise of the availability of leasable community space, and to ensure, with cooperation from the City, that students relocated to new schools are provided with safe pedestrian access to and from school.

POLICY 10.2 Within reasonable limits, school buildings should be made available for general community use.

Action #1 Encourage the School board to maintain the "Community School" designation and accompanying programming at Franklin Elementary School.

Action #2 Encourage the School Board to continue to allow for community use of school buildings particularly in areas that are some distance from established community centres.

POLICY 10.3 The City should encourage non-profit groups and organizations to provide for community use and programming in their facilities.

Action #1 Encourage the Parks Board to improve communications with the Sunrise Community Association and provide funds if necessary to broaden the scope of programming and facilities available at the Sunrise Community Hall.

POLICY 10.4 The existing library space should be replaced with modern library service with full contemporary facilities.

Action #1 (a) Relocate the Hastings Branch library to 8,000 square feet of leased main floor space in the proposed community shopping centre at First and Renfrew and examine the possibility of retaining the site on East Hastings to be used as a hearing impaired library centre for the City and a seniors' centre (see Policy 10.6);

OR, should relocation here not be possible, then

(b) obtain a site for a new branch library in the vicinity of East First Avenue and Renfrew Street;

AND, only if (a) or (b) cannot be achieved, then

(c) redevelop the existing library site to a minimum 8,000 square foot library with adequate underground parking.

POLICY 10.5 Fire protection service in Hastings-Sunrise should be upgraded to meet recognized municipal standards.

Action #1 Purchase an aerial ladder truck for Fire Hall #14.

POLICY 10.6 A permanent, centrally located centre for senior citizen programs and activities should be established.

Action #1 Actions of the Hastings-Sunrise Seniors Network towards establishing a seniors' activity centre should be supported.

POLICY 10.7 The site of the Family Court and the existing building should be added to Burrard View Park and the existing building retained for community use as a recreational facility.

Action #1 Encourage the Provincial Government to relocate the Family and Child Court service to a more suitable, centrally located facility, and advise the Province that the City has strong reservations about lease of this site beyond December 1, 1986 (being the termination date of the lease presently under negotiation).

Action #2 Implement Council's March 16, 1976 resolutions to add the Family Court site to Burrard View Park on the understanding that the Parks Board will initiate community discussions regarding use of the buildings as an outreach programming facility for the Hastings Community Centre.

POLICY 10.8 *A new intermediate care facility should be built to accommodate the unique client group presently served by Taylor Manor, and suitable space should be provided within the community for a variety of community uses such as seniors' activity centre, a community cultural facility, an outreach programming facility for the Hastings Community Centre and a site for non-market family or special needs (seniors) housing.*

Action #1 *Encourage the Provincial Government to recognize the need for a new intermediate care facility to replace Taylor Manor and to begin planning for this, in conjunction with the Health Department, other City staff and the local community.*

Action #2 *Further explore, with the local community, Parks Board, Social Planning and the Provincial Government, options for reuse and/or redevelopment of the present Taylor Manor site and 800 Cassiar Street (once vacated by the Ministry of Human Resources and other regional/provincial office uses), recognizing that:*

- *the buildings may or may not be economically and spatially viable for retention/renovation and conversion to accommodate alternate use(s);*
- *a site is required for a replacement intermediate care facility;*
- *space is required for a seniors' activity centre (800 Cassiar may be suitable);*
- *a new Cassiar Connector may or may not enhance the environment of 800 Cassiar Street, depending upon the option selected by the Provincial Government;*
- *the Family and Child Court site may partially satisfy the need for community cultural and recreational facilities;*
- *the 800 Cassiar Street site was, with Provincial agreement, rezoned in 1976 for redevelopment in conjunction with the adjoining residential (co-op) development.*

STREETS AND UTILITIES

POLICY 11.1	Streets and lanes should be suitably surfaced for the safety and amenity of motorists and pedestrians, and curbs, gutters, and sidewalks should be installed along those streets which are not presently improved in this fashion.
Action #1	Direct the City Engineer to initiate street improvements on at least one block of street in Hastings-Sunrise per year.
POLICY 11.2	Physical appearance of streets and boulevards should be improved by the installation of street trees.
Action #1	Direct the Parks Board to initiate tree planting along boulevards of newly curbed streets within one year of the completion of the local improvements.
Action #2	Give special consideration to initiating tree planting or other special boulevard treatment along those residential streets having a 30.175 metre (99.0 foot) wide street allowance in advance of the completion of street edge improvements.
POLICY 11.3	Reconstruction of sewer and water distribution systems should continue to be coordinated with street improvements and residents should be advised in advance of the timing of reconstruction along their street.
Action #1	Request the City Engineer to prepare a schedule for utility reconstruction in the north portion of Hastings-Sunrise, and to make this available to interested parties in the local community.
Action #2	Once the schedule for utility reconstruction has been adopted, use this information in considering the timeliness of petitions for local street improvements.
POLICY 11.4	Electricity, telephone, natural gas and cable television service should continue to be readily available to all properties whose occupants might reasonably be expected to request such service (subject to established user fees) and where these utilities have traditionally been located above ground, efforts should be made to provide these as unobtrusively as possible, preferably relocating these utilities underground.

Action #1 Provide the necessary easements for and encourage B.C. Hydro, B.C. Telephone, and Rogers Cable TV to underground the existing above-ground utilities.

Action #2 Encourage B.C. Hydro to underground the main electrical lines presently suspended from towers located within the Boundary Road median.

APPENDIX 'A'

HASTINGS-SUNRISE LOCAL AREA PLANNING PROGRAM
TERMS OF REFERENCE
FOR THE
CITIZENS' PLANNING COMMITTEE

Unanimously Adopted on 20 March, 1980 at the Founding Meeting

I. IDENTITY OF THE PLANNING COMMITTEE:

The Committee shall be known as the "Hastings-Sunrise Citizens' Planning Committee". The Hastings-Sunrise Community is that area bounded by Nanaimo (west), the Waterfront (north), Boundary Road (east) and Grandview Highway (south).

II. PURPOSE OF THE PLANNING COMMITTEE

The purpose of the Planning Committee shall be:

(a) To prepare and recommend to City Council a comprehensive plan for the future of the Hastings-Sunrise community including policies, structures, actions and ways and means of implementation.

(b) To make presentations and recommendations from time to time to City Council and to other governments and organizations on matters of concern to residents of the area including: zoning, land use and development permits; social/recreational space, facilities and services; transportation, traffic and parking; the environment; changes in social mix; housing; and other similar issues.

III. ROLE OF THE PLANNING COMMITTEE:

(a) The Planning Committee shall be endorsed by City Council as representing the views of Hastings-Sunrise residents on planning matters. The Planning Committee will advise City Council. City Council has the responsibility to make final decisions unless it chooses to delegate that responsibility back to the Planning Committee.

(b) It will be the responsibility of the Planning Committee to ascertain the opinions of Hastings-Sunrise residents at the early stage and throughout the planning process through public meetings and whatever means will best achieve this and to publicize its discussions and recommendations within the community.

(c) The Planning Committee shall be accountable to the Community. It should not be only the majority view which is made known on any issue but also a reasonable degree of information about other viewpoints or alternatives that may be suggested by residents. The Planning Committee should make every effort to ensure that all viewpoints are presented accurately and effectively.

(d) In matters affecting Hastings-Sunrise, the Planning Committee will relay its recommendations to whatever bodies are dealing with the matter, whether it be City Council, the appropriate Standing Committee of City Council, City Planning Commission, Urban Design Panel, Board of Variance, Parks Board, School Board, and City Departments, as well as all levels of government, etc.

IV. CO-OPERATIVE RELATIONSHIP OF THE PLANNING COMMITTEE:

(a) The Planning Department and Hastings-Sunrise Planner will act as a resource for the local community by providing general assistance and technical expertise. When the Planning Committee has prepared a recommendation, the Planning Department will incorporate that recommendation into a proper report which contains all the necessary information and input from other City Departments and Boards. The preparation and presentation of these reports will be the responsibility of the Hastings-Sunrise Planner with any such reports to be presented, reviewed and the Planning Committee's positions and comments approved by the Planning Committee.

(b) The Hastings-Sunrise Planner and Planning staff will be fully entitled to free expression of their personal and professional viewpoints on any local or city-wide issue which they believe to have local implications.

(c) If there are divergent viewpoints between the Planners or City staff and the Citizens' Planning Committee, or other groups in the area, any of them can express their opinions before City Council, Standing Committee of City Council or the appropriate decision making body.

(d) The Standing Committee on Planning and Development or the appropriate Committee as determined by City Council, has continuing responsibility to ensure that the Hastings-Sunrise Citizens' Planning Committee continues to function according to the adopted Terms of Reference.

(e) The Planning Committee shall be effectively representative of the Community and shall be recalled and a new committee formed if a motion to this effect is passed by a two-thirds majority at a general Public Meeting in Hastings-Sunrise which has been generally advertised and to which the Planning Committee has been duly invited.

V. COMPOSITION OF THE PLANNING COMMITTEE:

A. Membership:

1. Membership shall be open to:

(a) A person residing, owning property, working or running a business within the Hastings-Sunrise Community who shows interest and wishes to participate on the Planning Committee - to be defined as a "regular member";

(b) A person not meeting the above membership criteria but having a clear interest in the future of Hastings-Sunrise, upon the consent of the Planning Committee - to be defined as a "member by consent".

2. All community organizations are invited to send participants to the Planning Committee who must sit as regular members or members by consent.

3. The number of members shall not be limited and membership shall be on a volunteer basis without renumeration.

4. To become a member of the Planning Committee, the interested person must attend at least three (3) out of five (5) meetings of the Committee.

5. A member loses his/her membership by missing three (3) consecutive meetings without good reason or by missing 50% of the meetings over a six-month period. The Planning Committee may grant a leave of absence for a member thus preserving his/her membership for a specific period at the Planning Committee's discretion.

6. The founding volunteers signifying at the first or second meetings shall immediately hold full membership status.

7. Resignation from the Planning Committee and requests for leave of absence should be written. To be considered absent with good reason, a member must notify staff before a meeting.

B. Operating Procedures and Officers:

1. The Planning Committee's quorum will be 40% of the membership at the time of voting. The minimum quorum shall be seven. For the purpose of determining a quorum a member on leave of absence or absent with good reason will be classed as a non-member.

2. Decisions shall be made by a simple majority vote on the following basis:

   (a) in cases of a tie, the Chairman shall cast the deciding vote;

   (b) each member shall have one vote which can only be cast by that member (no proxy voting);

(c) votes may only be cast by those present - there shall be no voting in absentia.

3. A Chairman and Vice-Chairman of the Planning Committee shall be elected by an assembled quorum of the Planning Committee membership for six-month terms. The number of terms a person may serve in either position shall not be limited.

4. All meetings of the Planning Committee and all decisions and recommendations must be made in meetings open to public inspection. All documents, reports, correspondence and memoranda of the Planning Committee shall be open for public inspection at the Hastings-Sunrise Planning Office or some other place in the Hastings-Sunrise community.

APPENDIX 'B'

COMMUNITY PRINCIPLES FOR SHORT AND LONG RANGE USE OF EXHIBITION PARK

1. Decision making for Exhibition Park must be undertaken on a co-operative basis. Our surrounding community must participate directly in this decision-making in regard to:

    (a) planning, zoning and land use decisions by the City of Vancouver;

    (b) development and operations policy decisions (where the community is directly affected) by the P.N.E. Board of Directors; and

    (c) other decisions by other levels of government or by the private sector where the community is directly affected.

2. The city and regional government should jointly undertake an immediate study of the most appropriate regional location for land uses and recreational functions currently housed on Exhibition Park. The object of this study should be to decentralize so that our community, and indeed no one community, should bear the burden of all these activities in one place.

3. No further expansion of activities, facilities or hours on Exhibition Park should be approved until a comprehensive plan and associated zoning has been adopted by City Council, through a co-operative decision-making process.

4. No demolition, except as ordered by a civic authority, or major renovations of existing buildings on Exhibition Park should be undertaken until an immediate independent inventory and status report of all these facilities and buildings has been completed. This study must analyze compatibility, life span and suitability of the facilities for public and community use. However, pending this study, all facilities should be subject to normal maintenance.

5. Current zoning should be revised as soon as possible so that land use options are more restrictive and subject to the trust that already exists with the land. Inherent in this zoning should be the principle that change is subject to broad community participation.

6. Current committments and land use designations must not limit planning options for the future of Exhibition Park.

7. The community does not challenge the value of the entertainment functions and facilities now located on Exhibition Park (P.N.E., Playland, Professional Sports, etc.) or the jobs that these facilities provide. However, the community does advocate the decentralization of these facilities on a regional basis that may relocate, but not eliminate jobs. Should future recreational facilities established on Exhibition Park lands generate new jobs, priority for these jobs should be given to local youth, seniors and residents seeking employment.

8. The comprehensive plan for Exhibition Park must allocate the majority of the lands for parks, gardens and green spaces.

9. A comprehensive plan and associated zoning for Exhibition Park must incorporate the following features so that they are compatible with the residential nature of the neighbourhood.

   (a) Scale of functions (expressed in terms of density, height, bulk, percentage of site area and crowd generation).

   (b) Environmental standards (noise, visual qualities, physical design, safety, functional impact on homes).

   (c) Community setting (future for park-n-ride, links to water and New Brighton Park, buffers, access-egress patterns, secure vs. free space patterns, parking, traffic control, servicing and storage).

   (d) Criteria ensuring compatibility among functions.

10. The comprehensive plan for Exhibition Park should accommodate a variety of activities first serving the community and then the public in general, including:

   (a) A new multi-use amateur sports and aquatic complex (ice rinks, aquatic centre, fitness centre, curling, roller skating, bowling);

   (b) General outdoor park recreational activites (fee children's creative and adventure playgrounds and possible horseback riding, skateboard track);

   (c) Outdoor passive recreational activities;

   (d) A sports field with a running track and covered seating area; and

   (e) Other services not now provided in the community that may be defined in the pending community plan.

11. Any playland (amusement park), being a commercial venture with high environmental impact, is not compatible with a residential setting and must be relocated to a commercial or industrial area.

12. The comprehensive plan should be adopted within a year with implementation over several years following a pre-planned phasing scheme. Consequently, remedial measures to minimize negative impacts now being experienced by neighbourhood residents should be determined and implemented immediately in consultation with the community.

Adopted by the Hastings-Sunrise Citizens Planning Committee (HSCPC), February, 1981.

APPENDIX 'C'

P.N.E. BENEFITS	P.N.E. COSTS
a) Employment[1] and [Wages] (1984) - permanent: _____ ($) - temporary: _____ ($) (Data on employment and wages was requested from the P.N.E. Staff were advised that the P.N.E. would present this data directly to the meeting on April 16, 1985. This data may be in a format suitable for direct insertion in this Appendix prior to printing of the adopted Hastings-Sunrise Plan.)	a) Municipal Services (1984)[3] $141,300
b) Community Use[2] - use of facilities by various community groups, for recreation purposes, at a cost to the P.N.E. of several thousand dollars per year	b) Foregone Property Taxes (1984)[4] $3,011,391.90
c) Rent $1 per year prior to 1977 $250,000 per year: May 1977 - May 1980 $500,000 per year: May 1981 - May 1985	c) Federal & Provincial Grants - annual agricultural grant of approximately $50,000 from the provincial government and a similar amount from the federal government; - annual operating grant during the past several years of $250,000 from the provincial government
d) Economic "Spin-Off" - estimated by the P.N.E. at $103 million per year (1977)	d) Loss of Community Park Space
e) Other - indeterminant contribution to industry, trade and commerce, locally, provincially and nationally	e) Neighbourhood impacts - traffic and congestion; - parking; - noise; - vandalism.

NOTES:

[1] Residence of Employees

Permanent: % Hastings-Sunrise; % elsewhere in Vancouver; % Other
Temporary: % Hastings-Sunrise; % elsewhere in Vancouver; % Other

[2] The source for this information was the 1982 position paper prepared by the P.N.E. for the Provincial P.N.E. Study Group

[3] This figure is an estimate of the cost for police services, generally related to traffic control, during the annual fair and for special events throughout the year

[4] This figure consists of $1,466,948.32 in general (city) taxes and $1,544,443.58 in G.V.R.D., School, B.C. Assessment Authority, Hospital, Municipal Finance Authority and B.C. Transit taxes

Province of
British Columbia

OFFICE OF THE
ATTORNEY GENERAL

Ministry of
Attorney General

Parliament Buildings
Victoria
British Columbia
V8V 1X4

APPENDIX 'D'

File: P 140-3

COPY ONLY

APR 23 1982

Mr. Guy R. Faint
3435 East Pender Street
Vancouver, B. C.
V5K 2C9

Dear Sir:

Re: City of Vancouver - Alleged breach of trust with respect to the use of Hastings Park

This letter is by way of response to the issues raised by you in your letter of January 28, 1980 addressed to His Excellency, the Right Honourable Edward Schreyer, Governor General of Canada transmitted to me by His Excellency through His Honour Lieutenant Governor Henry Bell-Irving and the Honourable Evan Wolfe, Provincial Secretary. As well, this letter will respond to the similar issue raised by you in your letter of May 11, 1981 to the Honourable William R. Bennett, and your several communications with Deputy Attorney General Richard H. Vogel.

At the outset may I commend you for your careful research into the circumstances surrounding the conveyance of the lands known as Hastings Park by the Government of British Columbia to the City of Vancouver, and the subsequent use of those lands which lead you to the conclusion that there has been a breach of trust by the City of Vancouver. I also wish to express my thanks to you for your forbearance while the officials in the Ministry of Attorney General have undertaken their separate examination into the issues which you have raised.

I believe it important to restate some of the circumstances which underlie your concern.

.../2

The lands, generally known as Hastings Park and upon which the Pacific National Exhibition now carries out its objectives, were formerly owned by the Province of British Columbia. At the request of the City of Vancouver, the Lieutenant Governor in Council, by Order dated November 2, 1888, set aside 160 acres of land in Hastings Townsite "as a park for the recreation and enjoyment of the public". On August 2, 1889, the Lieutenant Governor in Council conveyed those lands to the City of Vancouver on the following terms:

> "Upon trust to the express use, intend and purpose that the said hereditaments and premises hereby granted shall be maintained and preserved by the said corporation and their successors for the use, recreation and enjoyment of the public. Provided always that nothing herein contained shall be construed as purporting to derogate from the powers of the Lieutenant Governor in Council under the 'Public Parks Act'."

The Municipal Act in force at the time of the conveyance of the land had the effect of conferring on the Corporation of the City of Vancouver the "powers and authorities" of a trustee under the Public Parks Act. That statute provided, among other things, that:

> "The trustees of any such public park or pleasure ground shall have power to enclose any lands so to be granted or conveyed as aforesaid with proper walls, rails, fences or palisades, and to erect suitable gates and entrances, and to lay out and ornament such park or pleasure ground, in such manner as may be most convenient and suitable for the enjoyment and recreation of the public, and to embellish the same with walks, avenues, roads, and shrubs as may seem to them fitting and proper, and to preserve, maintain and keep in a cleanly and orderly state and condition, and cause to be so maintained and kept, the whole of any such park or pleasure ground, and its walls and fences, and all monuments, buildings, erections, walks, plantations, and shruberies therein and belonging thereto."

In or about the month of January, 1891, the City of Vancouver granted to the B.C. Jockey Club a lease comprising approximately one-third of Hastings Park. The B.C. Jockey Club, a private club, proceeded to build and thereafter operate a racetrack on the leased lands. It is noteworthy that in 1900 the Vancouver Incorporation Act was amended to empower the City Council to make bylaws for the acquisition and disposal of property for public use "including the leasing of the same" provided that any bylaw dealing with the disposition by way of lease of real property, for a term longer than five years, required the assent of the electors. However the legislation provided a specific exemption with respect to Hastings Park by empowering the City of Vancouver to lease those lands "for a term of years".

In 1908 the Vancouver Exhibition Association was incorporated as a non-profit society with the object of holding exhibitions for the promotion and improvement of agriculture, industry including resource industry, technology and "the Cultivation of the Beautiful in Nature and Art". In March 1909 the City of Vancouver granted a lease of 61 acres of Hastings Park to the Vancouver Exhibition Association which lease covered the land formerly leased to the B.C. Jockey Club. The annual rent was fixed at $1.00. The Vancouver Exhibition Association subsequently applied for additional lands and by 1914 had been granted leases covering all but 10 acres of the lands originally conveyed to the City by the Province. This lease-hold interest was renewed in 1923, 1926, 1944, 1948, 1953, 1956 and 1963. In 1964 a supplementary agreement extended the term of the tenancy until 1994 with the terms of the lease, including rent, being renegotiable in 1975, 1980, 1985 and 1990.

In 1974 the City entered into negotiations with respect to the lease to the Vancouver Exhibition Association, which, in 1946, had changed its name to the Pacific National Exhibition. These discussions, which involved the Provincial Government, concluded with an understanding that the Pacific National Exhibition would pay to the City of Vancouver an annual rental of $500,000 - half to be provided by the Province. A letter of intent to this effect was signed in November, 1975 by the Minister of Lands, Forests and Water Resources, but no formal agreement was executed. In 1976 the Provincial Government disclaimed liability under this agreement. Negotiations were commenced afresh and in 1977 the City of Vancouver and the Pacific National Exhibition concluded an agreement providing for the payment of $3 million in rent over eight years. The Provincial Government was not a party to this agreement.

As I earlier mentioned, the Vancouver Exhibition Association was incorporated as a non-profit association with objects specifically directed to the promotion of practical and scientific husbandry in all its varying branches including agriculture, industrial resources, the dissemination of mechanical and scientific knowledge, the promotion of trade and commerce and the development of natural resources. This Association was reincorporated in 1944 and in 1946 changed its name to Pacific National Exhibition. The Pacific National Exhibition was reincorporated in 1955 by statute which was, in turn, repealed and replaced in 1973. The 1973 Act set out the objects, in part, as follows:

> "3. The objects of the Exhibition are, and it has power, to encourage or promote the development of agriculture and other industries of Canada, and to encourage and promote community development, including any matter or thing of a civic, regional, provincial, national, patriotic, scientific, cultural, ethnic, artistic, educational, agricultural, social, recreational, historical, or sporting nature or character, or any other object, except profit, that would be of benefit to people generally."

The Pacific National Exhibition was also given power to hold fairs, to develop and provide for the playing and staging of sports and sporting events, to hold race meetings including pari-mutuel betting, to provide entertainment, amusement and recreation to and for persons visiting its fairs etc., to charge admission fees, and to award prizes, medals and honorary decorations.

In the pursuit of its objects, the Pacific National Exhibition has for many years entered into subleases or occupancy agreements of portions of the property which it holds under lease from the City of Vancouver to foster various ventures, some of which are private commercial concerns.

From this brief recital it will be clear that, commencing seventeen months after the date of the conveyance, the City of Vancouver entered into successive leases to the B.C. Jockey Club, Vancouver Exhibition Association and the Pacific National Exhibition, pursuant to which the use of the lands became, in successive stages, what we experience in 1982. In result, Hastings Park has become devoted to the operation of a horse racing track with pari-mutuel betting, an annual agricultural fair and exhibition of regional significance, facilities for a variety of professional and amateur sporting activities including ice hockey, Canadian football, soccer and track and field meets, an amusement park, trade fairs and commercial exhibitions, circuses, theatrical and musical productions, and a variety of community sponsored events of civic, provincial and national significance. Generally speaking all of the events offered by the Pacific National Exhibition and its subtenants, or under their auspices, have been available for the enjoyment or edification of the general public without charge or on the payment of a reasonable admission fee. The development of facilities for the foregoing purposes has been condoned (if not encouraged) by the Corporation of the City of Vancouver and the Government of British Columbia since before the turn of the century.

The question posed by you, and implicit in the uses made of Hastings Park since its conveyance to the City of Vancouver, is whether or not such uses conform with the terms of the trust which the conveyance of Hastings Park on August 2, 1889 imposed on the City of Vancouver. If the answer is in the negative, then the Corporation of the City of Vancouver has committed a breach of that trust.

Officials of the Ministry of Attorney General have undertaken an intensive examination into the conveyance of Hastings Park to the City of Vancouver, the several legislative acts of the Province relating thereto, and the terms and conditions of the various agreements which have been entered into by the City of Vancouver with those who have been given an interest in those lands. At the same time consideration has been given to the legal issues involved in trust matters of this nature including the powers exercisable by Trustees in dealing with a "public park or pleasure ground" (these being the words used in the Public Parks Act upon which the power and authority of the Corporation of the City of Vancouver is based in its role as trustee of Hastings Park). Those who were responsible for the examination did not fail to take into account that the concept of what constituted a park or pleasure ground in 1889 may have evolved in a major degree over the span of eight decades.

As a result of this examination, and taking all sides into account, the best opinion, with which I concur, is that some aspects of the present use of Hastings Park by the Pacific National Exhibition in the pursuit of its objects under the terms of the lease from the City of Vancouver may not be permitted by the terms of the trust. While it is not possible to be absolute, on balance, it is likely that the City of Vancouver is now and for some period of time has been in breach of the trust.

Accepting that some aspects of the present use of Hastings Park may not be authorized by the terms of the trust, and that the City of Vancouver, by leasing the land to the Pacific National Exhibition for those uses, has acted in breach of trust, the question then emerges as to the appropriate remedy and the means of achieving that remedy.

It is clear that the Attorney General, in the discharge of his role as guardian of the public interest, is the only person who has standing to apply to the court to enforce the terms of the trust. A private citizen could not bring such action without the consent of the Attorney General to a relator proceeding - even though a private citizen might seek other remedies for the breach of the trust. As with all litigation taken in the public interest, the decision to proceed, or to sanction a relator action, is in the sole discretion of the Attorney General. In the exercise of that discretion, the Attorney General must pay heed to all of the elements which combine to make up the public interest. Not only must I consider the several remedies for a breach of trust, but also, the consequences flowing from these remedies. In such an examination it is imperative to ignore any point of view which might be held or proffered by any individual or group of individuals whose interest may be directly or indirectly affected by the circumstances giving rise to the breach. The public interest embraces interests of wider scope.

Having considered the several remedies for breach of trust, both civil and criminal, I am compelled to conclude that the only action offering an opportunity of success and an effective remedy would be to seek an injunction to restrain a continuance of the breach. In so saying, I wish to make it clear that I have not ignored the prospect of a reference to the courts seeking a simple declaration of breach of trust, but I consider such a remedy to be pointless. Therefore if an injunction to restrain the breach is the only effective remedy to be sought in the public interest, then it is incumbent upon me to consider the consequences of such an action upon the public interest. Consideration of this element is of a level of importance at least equal to the definition of the legal issues, and of far greater complexity.

The commencement of an action seeking to enjoin the City of Vancouver, the Pacific National Exhibition, and any of its sub-tenants or persons authorized to make use of Hastings Park from continuing such uses could, even pending the outcome of such an action, effectively prevent the use of any of the existing facilities at Hastings Park for events not currently in progress on the date the action is instituted. The holding of future events for which all planning had been accomplished would be jeopardized as a result of the ensuing uncertainties, and the effective planning of events scheduled to be held during the course of the legal proceedings would be frustrated. A multitude of contractural arrangements, both presently existing and under negotiation, would be thrust into confusion and disarray. The annual fair of the Pacific National Exhibition, now accepted as a feature event in the life of the City of Vancouver and the Province of British Columbia, would be foreclosed for at least two years to the disaffection of exhibitors, participants and patrons alike. Similar consequences would befall the forthcoming seasons of a number of sporting activities including Canadian football, soccer, professional and minor hockey and thoroughbred horse racing to name only a few. An unascertainable number of cultural, social and charitable events of general community importance would be inhibited. The resulting loss of employment and employment opportunities would be staggering. I am certain that on reflection you would be able to add to this listing of the negative impacts which would flow from the institution of the proceedings themselves, let alone from the granting of the restraining order. You will, I am sure, recognize that I have not raised the financial implications which such a move would have for the Pacific National Exhibition, the City of Vancouver, and Provincial revenues. In any complete consideration of the public interest, these cannot, however, be ignored.

What then, does the protection of the public interest require? In my view the answer is two-fold. Firstly, it requires a resolution of the breach of statutory trust. Secondly, it requires that such resolution be achieved in a manner and within such period of time as will minimize the injurious consequences of the remedy. It is my opinion that the protection of the public interest by meeting this two-fold test will not be accomplished by the institution of legal proceedings. It would be preferable to reconsider and redefine the terms of the trust in such a manner as will, to the maximum extent possible, achieve the initial intent of the trust while, at the same time, taking into account and accommodating the needs and aspirations of the citizens of Vancouver for today and the foreseeable future.

I conclude therefore that in the discharge of my responsibility as Attorney General, and in the public interest, it is neither appropriate to initiate proceedings in the courts to enforce the trust nor to give my consent to enable a private citizen to commence a relator action. It is, however, my responsibility to ensure that timely steps are taken to cure the breach of trust in the manner which I have outlined.

Fortunately for this process, others (quite independently from any consideration of the allegations which you have raised) have been concerned with the future use of Hastings Park. You will be aware that the Honourable Evan Wolfe, Provincial Secretary and Minister of Government Services has recently established a committee whose purpose it is to consider and make recommendations with respect to the future of the Pacific National Exhibition. You will also be aware that the Council of the City of Vancouver, through its Planning and Development Committee is considering certain recommendations with respect to establishing a development plan for Hastings Park. Through these two committees it will be possible for the citizens of the City of Vancouver who are directly interested in the future of Hastings Park, and all the citizens of the Province who are directly interested in the future of the Pacific National Exhibition to make their views known and, with the advice and guidance thereby obtained, for the Government of British Columbia to develop legislative initiatives through which the two-fold test of the public interest in the trust may be addressed.

Your exhaustive research and careful analysis of the matters surrounding the use of Hastings Park lead me to conclude that you have a compelling interest in its future -not only for yourself but also for all of your fellow citizens. Accordingly I would urge you, and others who may be identified with you in this endeavour, to participate to the fullest extent in the achievement of a positive and lasting solution to the issue which you have raised in the interest of those who were the intended beneficiaries of the trust created almost a century ago.

If there are any aspects of this matter which you would wish to discuss with me, I am prepared to meet at such time and place as may be convenient. Please feel free to call my office or Deputy Attorney General Richard Vogel for this purpose.

Yours very truly,

Original Signed by
ALLAN WILLIAMS

Allan Williams
Attorney General

c.c. The Right Honourable Edward Schreyer
Governor General of Canada

His Worship Mayor Michael Harcourt
City of Vancouver

Honourable Evan Wolfe
Provincial Secretary and
Minister of Government Services

Mr. Erwin M. Swangard
President
Pacific National Exhibition

Mr. Richard H. Vogel, Q.C.
Deputy Attorney General

__NOTE__: This letter is referred to and partially quoted from on page 42 in Section 3: "Exhibition Park".

PROVINCE OF BRITISH COLUMBIA

4th Session, 32nd Parliament

OFFICIAL REPORT OF

DEBATES OF THE LEGISLATIVE ASSEMBLY

(HANSARD)

TUESDAY, JUNE 22, 1982

Afternoon Sitting

Volume 16 Number 7

THE HONOURABLE H. W. SCHROEDER, SPEAKER

ISSN 0709-1281

MR. MACDONALD: I just have a short question to the Attorney-General. He knows Mr. Guy Faint, and he knows about the PNE and the trust case. Will the Attorney-General be helping Mr. Faint to bring that matter to court for a declaratory judgment — not an injunction — so that there will be a court determination of the terms of the trust? From that point we can go on and create a PNE that is not the commercial honky-tonk we have at the present time.

HON. MR. WILLIAMS: Perhaps the member would assist me by advising whether or not he has seen my letter to Mr. Faint. The second member from Vancouver East indicates that he has. We considered the prospect of posing a reference to either the supreme court or the court of appeal under the Constitutional Question Act, under which we can refer any matter to the court for a decision. My letter to Mr. Faint makes it clear that the best opinion we have of what has taken place is in fact contrary to the terms of the trust under which the property was conveyed by the province to the city of Vancouver.

I believe that it would be in the best interests of the future of the PNE, the city of Vancouver and the use of this property if the committee studies which are presently being undertaken — one under the auspices of the Provincial Secretary and another under the auspices of the city of Vancouver — could be allowed to continue and be completed, following which we will have recommendations with regard to the future of the PNE and the future of that property. At that time it would be appropriate for the city of Vancouver and the provincial government to consider what legislative action should be taken to rectify the alleged breach of trust and to chart the future use of the property and the future of the PNE at the same time. The existence of a declaratory judgment by itself does not advance the proper concerns of Mr. Faint and would merely create a very serious problem for the continuance of the PNE under its present mode of operation until such time as some further committee study was undertaken.

In the final analysis there has to be an examination of the PNE and the use of that property. The city has offered what seems to me to be a very simplistic solution to the problem, which is simply passing legislation which would wipe out any prospect of there being a breach of the trust. But the question still remains of the extent to which the province is prepared to allow that property to be used for purposes which the city itself may design — with or without the PNE. I believe the studies that are ongoing will give the people of the city of Vancouver an opportunity to express their views with respect to the two issues: one, the use of the property; and the other, the future of the PNE. Then legislative action can be taken which will resolve the issue properly raised by Mr. Faint and provide for the future use of the property. Could the member indicate what value he sees in a simple declaratory judgment?

MR. MACDONALD: Well, Mr. Chairman, I'll be brief, but the advantage of the declaratory judgment is to light a fire under the government, the opposition, myself and everybody interested in that question, so that if the committee does not come forward with fairly immediate proposals, then that recourse should be had. The matter should be referred to court, and it should be referred to court with the support of the Attorney's-General department. Admittedly it's a social and environmental more than a legal question, but the law is there to make sure that action is taken so that time doesn't drift by year after year with nothing being done.

HON. MR. WILLIAMS: Mr. Chairman, if that's the purpose of the member's suggestion then may I say to him that it is my position that if these two committee studies are not carried out expeditiously, then some other action is appropriate, and I think indeed it is incumbent upon the Attorney-General in the public interest to ensure that the appropriate action is taken. There is no indication, however, that the work of either of these committees is being unnecessarily delayed.

One concern I have is whether or not the work of these two committees is being adequately publicized so that the people of the city of Vancouver may make representations to those committees to ensure that their recommendations will reflect what the people of the city of Vancouver, and particularly the people who live in the vicinity of Hastings Park, believe should be the proper use of that property. Anyone who reads the original trusts which were imposed upon the property will clearly recognize that to some considerable extent the people of that section of the city of Vancouver have been denied the legitimate use of the property. Therefore, in the recommendations which are to come forward, these legitimate interests must be recognized and preserved.

(Excerpt from pages 8379-8380)

NOTE: Portions of this debate are quoted on pages 41-42 in Section 3: "Exhibition Park".